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JUVENILE DELINQUENCY

(NATIONAL, FEDERAL, AND YOUTH-SERVING AGENCIES)

HEARINGS

BEFORE THE

SUBCOMMITTEE TO INVESTIGATE JUVENILE DELINQUENCY

OF THE

COMMITTEE ON THE JUDICIARY UNITED STATES SENATE

EIGHTY-THIRD CONGRESS

SECOND SESSION

PURSUANT TO

S. Res. 89

INVESTIGATION OF JUVENILE DELINQUENCY IN THE
UNITED STATES

PART 3

JANUARY 21, 22, APRIL 9, 1954

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34b. Bound copy of The Role of the Federal Government in the Field of Public Recreation-----	¹ 475
34c. Bound copy of A Review of Local and County Recreation and Park Developments, 1900-1950-----	¹ 475
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¹ On file with the subcommittee.² Printed in the record.

JUVENILE DELINQUENCY

THURSDAY, JANUARY 21, 1954

UNITED STATES SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON THE JUDICIARY,
TO INVESTIGATE JUVENILE DELINQUENCY,
Washington, D. C.

The subcommittee met at 10 a. m., in the old Supreme Court room, the Capitol, Senator Robert C. Hendrickson (chairman of the subcommittee) presiding.

Present: Senators Hendrickson and Hennings.

Also present: Herbert Wilson Beaser, assistant counsel, and Richard Clendenen, chief consultant.

The CHAIRMAN. The hearing will proceed.

Before counsel calls the first witness, I would like to say that today we are hearing from a number of the fine voluntary youth-serving organizations of our Nation.

I know that they will bring to the subcommittee much information of value and enable the subcommittee to give very careful consideration to the many facets of this whole problem of juvenile delinquency.

Will counsel call the first witness?

Mr. BEASER. Mr. Joseph Pendergast.

The CHAIRMAN. Is this testimony today of such a nature that it should be sworn?

Mr. BEASER. I do not think so.

The CHAIRMAN. Then the Chair will rule without objection that the testimony in today's session will not be sworn testimony.

STATEMENT OF JOSEPH PENDERGAST, EXECUTIVE DIRECTOR, NATIONAL RECREATION ASSOCIATION, NEW YORK CITY

Mr. PENDERGAST. I have one personal request if I may make it in the beginning.

The CHAIRMAN. Would you state first, for the record, your name, address, and occupation?

Mr. PENDERGAST. Joseph Pendergast, executive director for National Recreation Association.

My personal request is that when the senior Senator from Missouri comes in, will you please roll the first "R" in my name? I am from the Middle West, but not Kansas City.

The CHAIRMAN. The subcommittee will take judicial notice of that fact.

Mr. PENDERGAST. Thank you, sir.

As I understand, I am here at the request of the committee to give you my views on the question of juvenile delinquency particularly

with reference to the field of recreation and that I represent one of the national agencies that have a concern with this field.

I would like to point out that the National Recreation Association, however, is not primarily concerned with juvenile delinquency or youthful offenses as such. It is not a mental health, social work, or law enforcement agency.

It is a civic organization. A nationwide, nonprofit, nonpolitical, and nonsectarian civic agency.

It was founded in 1906 and it is supported by voluntary contributions.

It is dedicated to service of all recreation leaders and all recreation agencies, public and private, to the end that every child in America shall have a chance to play in safety and that every person in America, young and old, shall have an opportunity to the best and most satisfactory use of his expanding leisure time.

The National Recreation Association, I might say, putting it in a different way, is more concerned with juvenile decency than with juvenile delinquency.

The CHAIRMAN. If you had decency always, you would not have delinquency.

Mr. PENDERGAST. That is just it.

In 1953 the association helped some 6,000 communities in the United States with their recreation problems, as well as over 200 communities abroad in 34 countries.

Since I know you are having before you representatives of private agencies, I will emphasize in my remarks the public agency, the agencies supported by taxes and by general public support.

As it happens, I have written an editorial, *Juvenile Delinquency—In Proper Perspective*, for my magazine, *Recreation*, and I would like to quote, if I may, from that editorial because it sums up pretty well what I have to say.

The published figures on delinquency are not always consistent, and although it appears safe to assume that the number of reported cases is increasing at a greater rate than is the juvenile population of the country, the present rate is still only about 3 percent of the total population of the age group concerned.

It would be interesting to know what these figures might be, without our many programs for normal, happy, and creative living.

This is the other, the happier side of the picture and one of which we in recreation and other related services can well be proud. This is the side presented by the 97 percent of our youth who are approaching maturity with only the usual aches and pains of growing up. This very large percent, made up of normal, healthy individuals, should greatly hearten all those in recreation and other youth-serving organizations who have labored so long with our children and young people in positive and constructive ways.

The delinquent group, now estimated at between 350,000 and 400,000 young people, of course presents a serious problem which must be solved; but in taking a look at the world today, in which our boys and girls must live and grow, let us marvel not at the fact that there are so many juvenile delinquents, but at the fact that there are so few.

When we consider the difficult strains and adjustments of the present, the uncertainties of the future and the negative pressures on youth from many sides, we should be proud of our young people, and of the

many groups which support them in their struggle for normal living—the family, the church, the school, the recreation agency.

Today's increasing delinquency rate is a direct challenge to recreation leadership to increase the provision of community recreation services for all of our young people.

Experience has proven the particular need of our program in times of special strain. We are failing our children and young people when we do not battle vigorously and courageously for increased public support for our efforts, and when we accept unwise budget reductions at a time of increasing need.

In replying to the request of Senator Robert C. Hendrickson, of New Jersey, chairman of the special Senate subcommittee now working on this problem, for the views of the National Recreation Association on juvenile delinquency, I said in part:

The National Recreation Association has always preferred to emphasize the positive approach because we believe that recreation is one of the fundamental essentials of living, and that as the modern-day pressures increase, the wholesome use of leisure time has become increasingly important to all age groups.

With the decreasing functions of the home in our modern machine civilization, the fields of education, religion, health protection and recreation have increasingly been taken over by public or community agencies. Together with the home, they form the environment in which the child develops. It is one of the environmental factors that publicly supported recreation has a place in the development of the boy and girl, and a relationship with the prevention of delinquency.

It can supplement the home in the provision of facilities, and in the provision of leadership. It can provide opportunities for the family to learn to play together. To some extent, it can compensate for lack of understanding and harmony in the home, although it can never supplant the home in providing for the play life of the child.

Recreation operates in a positive way in its relation to delinquency by building in the boy or girl interests, skills, and resources which crowd out the call of the gang. There is no doubt that if a youngster is busily enjoying wholesome leisure-time activities, he does not have the time—nor is he likely—to be getting into trouble.

The program must be a year-round one; must reach both boys and girls, and must appeal to their multitude of interests.

The prevention of delinquency is frequently a compelling argument in securing support for recreation. The relation may be hard to prove statistically, its importance is frequently exaggerated, but there are on record expressions of opinions from many judges, probation officers, and police to the effect that recreation programs have decreased delinquency.

Fathers and mothers, as well as educators and students of the behavior of children and youth, are united in recognizing that disaster follows where the play life is not recognized in the environment of children and youth.

The fight against delinquency is a battle on two fronts. We must support the forces of proper treatment and care, of which recreation is an important member. We must lead the forces of prevention by making it possible for our children and youth to live normal, well-adjusted lives even in these trying times.

Let us tackle the total job in proper perspective—let us be as concerned with the latter as with the former—and let us keep our faith in our youth, and by doing so, keep faith with our youth.

In the 50 years that have recently gone by, the most important change has been the expansion in the amount of leisure time now available to the American people. Child labor has been practically eliminated.

The amount of time that a child and youth now spends in educational preparation for his future employment has increased.

It is interesting to note that in 1953 there were 90 percent more Americans with high-school education than in 1940, and $4\frac{1}{2}$ times more than in 1930.

Leisure time has expanded for our adults and for our aged as well as for our youth, but we are here concerned with recreation for our youth.

Recreation has become an indispensable part of democratic living. The shortening of the workweek, the rising standard of living, the provision of opportunity for everyone to participate in the recreation activities of his own choice have combined to develop the American way of living, as we know it today.

With the last 50 years the pursuit of happiness has reached equal status with life and liberty and great numbers of agencies, public and private, have made the pursuit of happiness synonymous with recreation.

Now, the chief value of recreation, and by that we mean the creative use of leisure time in its power to enrich the lives of all individuals, has many valuable byproducts, in the field of physical and mental health, safety, crime prevention, and citizenship.

Because recreation contributes to rich and satisfying living and social cooperation, it should play an important part in the life of everyone everywhere. It is not merely for those who have suffered misfortune, not simply to prevent man from encountering misfortune. It is to give man, all people, all children, opportunity for growth, opportunity to be and become themselves.

Children need happy, healthful social play to obtain their fullest development. Young people require wholesome recreation opportunities to replace questionable amusements which might lead to delinquency.

Workers need recreation during their off-duty hours in order to keep their spirits and production high. Adults and the aged need opportunities to find the most satisfactory use of their expanding leisure time.

Furthermore, people who play together, sing together, make things together, achieve in its truest sense a community of feeling. Recreation programs also help to preserve local, State, and national traditions.

Recreation, like other functions found to be essential to the general welfare has become widely recognized as a proper concern of society. Like education, recreation benefits both the individual and society itself. Public recreation makes possible participation on a democratic inclusive basis, and insures wholesome recreation opportunities for all.

Today the people of America are well along on the way of providing for themselves a magnificent network of National, State, and local park and recreation areas that will cover the entire country. Some 16 Federal agencies, 300 State agencies, and 2,200 community agencies are today concerned with recreation and these agencies are staffed and administered by well trained and experienced professional recreation leaders.

The National Recreation Association recently completed three studies which I believe will be of particular interest to you, which I would like to call to your attention. The first study is entitled "The Recreational Resources of the United States—Their Conservation, Development, and Wise Use," and consists of excerpts from and sum-

maries of the three major studies of the recreational resources of America which were made in the recent past.

The CHAIRMAN. Mr. Pendergast, I would like to ask counsel at this point, Do we have a copy of this document in our file?

Mr. BEASER. I do not believe so.

The CHAIRMAN. Then, with your permission, we will make this document part of our files.

Mr. PENDERGAST. Mr. Chairman, may I ask permission to submit the other documents that I will mention and other material that I will have?

The CHAIRMAN. Without objection, that will be the order.

(The documents referred to were marked "Exhibit No. 34a, b, and c" and are on file with the subcommittee.)

Mr. PENDERGAST. Thank you, sir. I will try to make my general statement short.

As President Eisenhower said in his message to Congress of July 31, 1953, relative to a program designed to conserve and improve the Nation's national resources:

The Federal Government has a responsibility to manage wisely those public lands and forests under its jurisdiction necessary in the interest of the public as a whole. Important values exist in those lands * * * for recreation. In the utilization of those lands, the people are entitled to expect that their * * * recreational values should be safeguarded, improved, and made available not only for this, but for future generations.

The second study is on "The Role of the Federal Government in the Field of Public Relation," and the third, not yet published, is entitled "Agencies of the Federal Government Concerned with Recreation—Trends, Inadequacies, and Needs."

The findings of our third study might be summed up by saying that:

The past decade has witnessed a startling increase in the public's use of the recreation facilities provided in the national forests, parks, reservoir areas, and public lands under the control of the Federal Government. Similarly there has been a steadily increasing demand on Federal agencies for consultative, interpretative, advisory and information services on recreation problems from the States, communities, schools, and rural areas. Actual experience over a period of years now shows conclusively that the facilities and services being made available by the Federal Government through its various concerned agencies are at present inadequate to meet the public demand and are lagging behind more and more each year.

Because of your special interest in the problem of juvenile delinquency and your recognition by my presence here this morning that wholesome recreation opportunities help to prevent juvenile delinquency and youthful offenses, I most sincerely hope that you will support adequate appropriations during the coming year for those Federal agencies concerned with recreation.

The National Recreational Association believes that adequate budgets for those agencies would eliminate existing inadequacies and present needs, would be in the public interest, and would make it possible for those agencies to carry out the responsibilities which have been placed upon them by Congress.

I know Mr. Christiansen, the Superintendent of Recreation of the District of Columbia Recreation Department, has appeared before you and told you of the fine community recreation program being carried out here. Similar fine programs are being carried on in most of the communities from which you come.

I have here A Review of Local and County Recreation and Park Developments, which the National Recreation Association made in 1950. It revealed that approximately 2,200 American communities now have publicly supported community recreation systems; that they maintain over 37,000 recreation areas, building, and other recreation facilities, employ over 58,000 recreation leaders, use over 100,000 volunteer leaders, and spent in 1950 approximately \$269,000,000.

The study also revealed that the total attendance of participants and spectators at playgrounds during periods of leadership in 1950 amounted to over 371 million, and the total attendance at recreation buildings and indoor centers during 1950 amounted to over 127 million.

Just how many individual children and youths are included in these figures no one really knows, but I am satisfied myself, and I am sure you are, that our community recreation programs are doing a wonderful job not only to provide opportunity for juvenile decency, but also to decrease opportunities for juvenile delinquency.

I hope that you, as residents of the District, as well as citizens of your home communities, will support, in every way you can, the good work of the community recreation agencies.

Mr. Chairman. I may have used up my allotted time. I will be happy to stop here for questions, or say more. Which would you prefer?

Mr. BEASER. Do you have more to your statement?

Mr. PENDERGAST. Just a very short bit.

I would like to call to your attention, although I am sure you probably have it already in your files, the report of the National Conference on Prevention and Control of Juvenile Delinquency in 1946, I particularly call to your attention—

The CHAIRMAN. We have this in our file.

Mr. PENDERGAST. I call to your attention the fact that there was a special panel of recreation leaders and in this panel on recreation for youth, they adopted 128 guiding principles. They had a pretty good agreement throughout the country. Among those 128 principles there were 8 general principles and 7 specific principles with reference to recreation in institutions for juvenile delinquents.

I would like to call to your attention specifically four of those principles, because I think, from our point of view of recreation, they have particular interest. These recommendations were arrived at by a panel of recreation leaders, and I commend them to your attention and consideration.

The first general principle which I would like to call to your attention specifically is this:

Recreation must receive major attention in planning for the conservation and development of youth and in the prevention and control of juvenile delinquency. Recreation cuts across many fields of organization, and involves the cultural, social, physical, and moral welfare of so many people, that basic provision for its promotion is inescapably governmental. Governmental machinery for recreation at every level—local, State, and Federal—must be provided if recreation needs are to be met.

Community recreation demands the mobilization and use of all resources—human, physical, and fiscal; public, private, and commercial. Although the floor of basic recreation services and facilities must be provided by Government, the assistance of nongovernmental groups, such as youth-serving agencies, commercial and industrial enterprise, the institutions and churches is essential.

Moreover, the home, in housing developments and out, as well as the schools and libraries, parks and camps, have an important role to play in recreation for young people. All of these aids for youth recreation needs must serve and encompass the youth population, whether in urban centers or rural areas.

Two short principles for youth in institutions. One, in institutions, recreation should be regarded as an essential part of normal living and be positively developmental of individual fitness, social usefulness, and citizenship; and should rarely, if ever, be used as a device to fill time or as a reward or punishment for individual or group behavior.

Professionally trained and carefully selected recreation—and/or group work—leaders should be employed in all institutions for juvenile delinquency. Recreation leadership is a specialty and not just anybody's job. Overworked teachers should not be burdened with the recreation responsibility which demands spontaneity, freshness, and enthusiasm, as well as special training.

If it is essential to delegate the recreation leadership to staff members otherwise employed, assurance must be had that those who assume the responsibility are adequate to the job and have sufficient time allotted for it as a part of regular duties.

If volunteers are used, their qualifications must be satisfactory, and they should receive continuous inservice training, as well as whatever preservice refresher training can be provided.

I would like to end my statement with a quote going back to the 10th century before Christ. It is a quotation that Charles Taft made during World War II. It comes from the Greek poet, Hesiod. He said:

I see no hope for the future of our people if they are to be dependent upon the frivolous youth of today for certainly all the youth are reckless beyond words and opinionated much beyond their years. When I was a boy we were taught to be discreet and respectful toward our elders, but the present youth are exceeding wise and impatient of restraint.

I think Hesiod should have known as we should know that judged by history the younger generations and our younger generation in its turn will grow up just in time to save civilization.

The CHAIRMAN. I assume you agree with the Chair when I say that the greatest natural resource is our youth?

Mr. PENDERGAST. I certainly do.

Senator HENNINGS. I think that is a fine statement, Mr. Pendergast. I did not quite understand the name of the ancient philosopher or sage from whom you quoted. What was his name?

Mr. PENDERGAST. Hesiod, 10 centuries before Christ.

Senator HENNINGS. Well, apparently the youth have always grown up to carry on responsibilities. The complaints about youngsters are rather current insofar as we know throughout the history, just as the winters are never as cold. Of course, everybody means well, feebly, toward recreation. Where do you encounter most of your opposition to these general propositions which you set forth which seem beyond cavil to be acceptable, Mr. Pendergast?

Mr. PENDERGAST. I would say that we don't encounter any.

Senator HENNINGS. Everybody is for it, but do not do anything about it.

Mr. PENDERGAST. Yes. Too much inertia. We have a staff of about 25 people in the field at all times and they are what we call community organizers.

Last year we received 22,000 inquiries from people all over the country about recreation problems.

We know from experience, give us one person who really has a concern because some child had been killed in the street, some boy

has got in trouble with the police, and let us talk to them and show what has been done in thousands of communities, then you can get some place.

But sometimes it is hard to find that one person.

Senator HENNINGS. Mr. Kenneth Marshall from New York, working with the New York gangs appeared, and among other things he said to us that in dealing with the boys from the areas, substandard dwellings and subsistence level by and large, of our population, that it was very hard to channel the efforts of these boys and direct them into so-called wholesome recreation unless they mapped out their own plan.

They did not want to be organized into games of volleyball or bean-bag. The boys wanted to do things their own way.

I thought his observations were very trenchant in that we know that youth is by and large rebellious. None of us thought our parents understood us, or knew very much about us during certain periods of our life.

The CHAIRMAN. The Chair won't go all the way with the Senator on that statement.

Senator HENNINGS. You may make your statement later, Mr. Chairman. I am just throwing out a few inquiries.

The CHAIRMAN. I think the Senator is partly right, but I do not go all the way.

Senator HENNINGS. The thing that concerns me about our organized recreation, if I make myself clear, by throwing out these inquiries, is that do you not run into that problem of trying to get the boys who need the most help to come into organized groups?

Mr. PENDERGAST. Senator, it is very interesting, the new commissioner of police of the city of New York, Mr. Adams, happens to have been on our board for 15 years. His first official duty was to appoint me to the board of Police Athletic League of the city of New York.

If you should ask me these questions a few months from now, I might have some answers. I think this is an opportunity for us in the field of recreation to see for ourselves and perhaps to determine whether or not there is a relationship between participation or lack of participation in organized recreation programs and delinquency.

I think we should see whether or not we are able in New York City to test some of these things out.

Senator HENNINGS. Do you not think the school athletic programs are a great help for boys who go out for the school varsity teams, the football, basketball, track, and so on?

Mr. PENDERGAST. Speaking as a former member of those teams myself, I think that the greatest influence on the character of a boy is the athletic coach.

Senator HENNINGS. I thought those things kept me out of a lot of trouble that I was inclined to get in otherwise. I got into enough anyway.

But it seemed to me that boys out for football and the hard sports come home so tired at night and their interest in obtaining proficiency is such that they enforce certain disciplines upon themselves. If they are going to be any good, they have to, they are in competition.

In many of the sports the boys can participate not only at the level of representing their schools, which require considerable proficiency

and probably aptitude, but there are class teams and in the colleges, intramural and intergroup and fraternity and so on.

But do you find that the school athletic programs by and large throughout the country are what they should be and that the coaches by and large are men who do aspire—

Mr. PENDERGAST. I have no question at all, by and large.

Senator HENNINGS. It is pretty hard to get coaches in some of these secondary schools because they do not pay anything. Ordinarily they have to teach mathematics, chemistry, or whatever their specialty happens to be and the time they devote to training of boys after school is simply a voluntary thing on their part.

Mr. PENDERGAST. We feel that this community recreation program that I am mentioning here backs those people up. It embraces all the kids in the entire community and all children can't be on all teams. They have great need. Not all people are athletes.

You can have as much competition, as much discipline, direction in the cultural field, too.

Senator HENNINGS. Many of those things have to be supplementary.

Mr. PENDERGAST. We try to supplement them on a communitywide basis, backing what the school and private agencies are doing, which is a magnificent job.

Senator HENNINGS. I want to agree with what Mr. Pendergast has said this morning.

The CHAIRMAN. The Chair associates himself with the Senator's remarks on that score.

Mr. Pendergast, your body is entirely a voluntary body?

Mr. PENDERGAST. That is right.

The CHAIRMAN. How many people are on the board of directors?

Mr. PENDERGAST. We have 24 at the present time.

The CHAIRMAN. You call them directors, I suppose.

Mr. PENDERGAST. We have 48, but we have 24 at the present time. They are all lay people.

The CHAIRMAN. I wonder if it would not be helpful to the subcommittee to have the list of names of your directors in the record.

Mr. PENDERGAST. I am sure they have on the letterhead of the letter I sent them, but I will see that you get that otherwise. We have a professional staff of 110, but we have a lay board.

The CHAIRMAN. How are you supported?

Mr. PENDERGAST. By voluntary contributions. We have certain service fees in a sense, that any community can call upon us to come in and make a survey of their recreation needs and lay out their plans and programs in the future as Philadelphia did last year.

We also have a training staff that trained some 15,000 workers last year.

The CHAIRMAN. Incidentally, I heard about that. I made a speech in Philadelphia and I heard about your survey.

Mr. PENDERGAST. I am glad to hear that.

The CHAIRMAN. Any further questions?

Mr. BEASER. I have one question.

Mr. Pendergast, does your organization sponsor at the present moment, or intend to sponsor any sort of research in this way of reaching the unreached boy or girl?

Mr. PENDERGAST. We have been talking about it. I think with a good friend of recreation in the police department of New York City

we might be able to secure funds with which to make a study along those specific lines.

I think there was one made in Chicago many years ago during the WPA days. We would like to do it if we can get a fund to do it.

The CHAIRMAN. Have you been called upon to make any surveys in the more rural or suburban areas?

Mr. PENDERGAST. Yes, we do about 25 a year in some of the smallest communities in all parts of the country.

The CHAIRMAN. What would be the smallest community in which you made a survey, what population?

Mr. PENDERGAST. I could not give you the name of it, but I would say it has gotten down, perhaps, to one or two thousand. You know, Senator, I am a lawyer by profession. Now that I got into this, my legal friends refer to me as that "fun and games boy." They feel I spend my time in Central Park teaching girls hopscotch, which I would like to do, but I find there are many duties involved.

The CHAIRMAN. The subcommittee wants to thank you for your appearance here this morning and the contributions you have made to the effort we are trying to make.

Mr. BEASER. Monsignor Joseph E. Schieder.

The CHAIRMAN. Monsignor Schieder, it is a pleasure to have you with us.

STATEMENT OF RIGHT REV. MSGR. JOSEPH E. SCHIEDER, DIRECTOR, YOUTH DIVISION, NATIONAL CATHOLIC WELFARE CONFERENCE, WASHINGTON, D. C.

Monsignor SCHIEDER. Thank you.

The CHAIRMAN. Would you state your name, your title, and your address, and, of course, we know your occupation.

Monsignor SCHIEDER. Monsignor Joseph E. Schieder, national director of Catholic Youth, 1312 Massachusetts Avenue, Washington.

Gentlemen, in my capacity as national director of Catholic Youth for the United States, and as one who has spent the entire 18 years of his priestly life working among youth—7 of those years as civilian director of the youth division of the Buffalo Police Department, and having recently traveled to Germany for the United States Air Force and to Tokyo and the Far East for our State Department, working nationally and internationally in the field of youth, I consider it a real pleasure to appear before the distinguished members of this committee to speak on behalf of the 200,000 members of the National Federation of Catholic College Students, the 350,000 members of the National Newman Club Federation, and the 6 million members of Catholic Youth organizations throughout the United States.

I am pleased to be here, for I think this committee, under the very able leadership of Senator Hendrickson, has done more to attract the attention of society to the status and problems of modern day youth than all of the combined efforts expended in this direction in recent years.

You are concerned, gentlemen, with juvenile delinquency as it faces our Nation today. At the outset, I must confess that I dislike this term solely because it is misleading.

The CHAIRMAN. I am sure, Monsignor, that the subcommittee agrees with you.

Monsignor SCHIEDER. Thank you, Senator.

First, in the minds of thousands of individuals it unwittingly portrays the majority of youth as delinquent, when, actually, it is only a very small segment of our boys and girls who are guilty of mistakes and crime. The vast majority, in the face of many odds, are a credit to our country.

Secondly, the term is misleading because it indicts a great number of young people for the sins of their parents and the adults who are responsible for most of their crime.

Having analyzed this problem very carefully over many years, I respectfully submit to the members of this committee what I feel are three basic causes for many of the difficulties of our youth: (1) Lack of religion; (2) modern trends in education; (3) working mothers.

LACK OF RELIGION

Millions of us hold the Christian belief that man is a creature composed of body and soul and created by God to His own image and likeness. Believing that, we then must admit that parents entrusted with the rearing of children derive the necessary authority for their state of life from God.

If they choose to divorce themselves from Him, is it any wonder that their children disregard and disobey them?

And the laws of the community in which they live?

If a child is reared in a home where God is a stranger, where attendance at church or the synagogue is only something that he hears other young people talking about, obviously then, God the Giver of laws is indeed somebody foreign to him. To know is to love, respect, and obey.

If God and His teachings are unknown to a teenager, what is there to prompt respect for parents? To observe the laws of the community? To leave untouched an automobile because it is the rightful property of another? To keep pure and unsullied the virgin purity of a girl friend when he finds himself alone with her on a date?

While I was engaged in police work in Buffalo, N. Y., each year our youth department handled approximately 5,000 cases of offenses committed by youth up to and including 16 years of age. Only the more serious and violent cases in this large number were brought to my attention. Some of these were members of the Catholic Church, others were members of a Protestant church or a synagogue. I can count on the fingers of my one hand those who admitted to being faithful to their church or synagogue, and at the same time youthful opponents of the law.

Only when modern day parents begin to fashion the image of God in the hearts of their youth will services of groups such as this committee be unnecessary in our beloved America.

PROGRESSIVE EDUCATION

Slowly but surely we are reaping our just deserts from progressive education—that form of education which considers discipline as outmoded—where a child in a classroom is not to be reprimanded for fear that in later life he will be the victim of some inferiority complex.

Where, if Johnny feels like leaving his lesson to cross the room and

gaze out of the window, the teacher must accept his whim or fancy.

Cradled in this sort of educational atmosphere, it is difficult for me to conceive how a youth in his leisure time hours is going to curb his passions or thwart his inclinations to be dishonest.

You know, in this respect, gentlemen, the leaders of this country who fashion the educational and military destinies of our youth are highly inconsistent. There isn't a red-blooded person in this room this morning, or anywhere for that matter, who, having had the privileges of attending June Week at Annapolis or West Point, or having viewed it upon the screen, does not experience a great thrill watching either of the scenes. Doesn't your heart beat just a little faster, and your face beam with pride, for you feel that there marching before you is the flower of American youth.

Still, isn't it true that nowhere else in America is discipline so rigid, the rules so strict, behavior so carefully supervised, as in our two military academies? And to these men we have entrusted the leadership and destiny of our Nation in recent wars.

If my memory serves me correctly, the great man now occupying the White House a few blocks from here is a product of this system of education and discipline.

On the other hand, you have the modern educator who claims that discipline is harmful to the tender makeup of youth. I leave the conclusion to you.

WORKING MOTHERS

Somewhere—I do not recall just where—but it has been well said that “No one can do two jobs and do them well.”

I think the most important job or assignment that can be given to any individual today is the job of raising a family and rearing youth. For parents must remember that they are not dealing in steel or concrete—not in gold or bonds—but, rather, in the bodies and souls of their children whom they brought into this world from their very substance.

I think, gentlemen, among your fondest memories are the countless times when, as a youth, finding yourself in trouble, you could always turn to your mother for the help that you needed to meet the crisis?

What happens to the boy, who, tempted by the fast society of modern-day living, finds himself alone, or with a disinterested servant, as he eats his breakfast, or returns home after school, faced with a serious temptation that he so desperately wants to talk over with someone close to him, only to find no one there.

Or, worse still, finds it rather easy to roam the streets all hours of the night because mother is working the swing shift.

I should like to make it quite clear that I do not wish to indict those loving mothers who, prompted not by selfishness, but, rather, in the role of a widow, or faced with serious illness at home, are forced to work.

It might be interesting to know that in 1952 there were about 52,400,000 children in the United States under 18 years of age. There were a total of 5.3 million mothers working; of this total 5.2 million had children under 18 years of age.

I have listened frequently to the stories of hardened youthful offenders, outcasts of society. Their answers to questions gave evidence that they practically did not know their own mother, for she was busy about many other things, particularly her job.

I never had the slightest desire to condemn them for the thought often struck me that priest of God as I am today, if we were to change places, that youthful offender and I, I am afraid I would not be nearly so good as he.

Too late too many mothers are waking up to the fact that on their wedding day they were entrusted with the serious obligation of rearing the children God would bless them with, then, later, prompted by a selfish desire to keep up to the Joneses, to have a car, to wear a mink coat, they have bartered the welfare of their children for a fleeting bit of happiness. The thing they realize all too late is that heaven itself rests in sharing the failures and triumphs, the sorrows and joys of their own children in the place they call home.

DELINQUENCY CHARGE FALSE

Too often we hear our youth indicted as the worst youth in history. That, gentlemen, is a lie! While I am very conscious of the extent of crime among juveniles, still I wish to make the unqualified statement before this committee that after giving my whole life to the work of youth, I feel that our present youth, considering the society in which they live, and the temptations to which they are subjected, are the finest group of youth this country has ever known.

Permit me to amplify this statement. First, it would seem to me that a few years ago we adults should have learned our lesson in indicting youth and underestimating their capabilities. I recall very vividly of appearing in early 1941 on a platform with a group of adults considering the problems of youth of that year.

The proceedings of the meeting boiled down to the fact that the youth of 1941 were entirely unreliable, and incapable even of handling a \$35 hotrod machine.

It was only a few months later when those same 17-, 18-, and 19-year-old youths sat deftly behind the controls of our million dollar bombers and expensive radar equipment, and for the next 4 years they generously—and what is more important—without a single word of reproach to their elders who had indicted them, gave of their time, and generously poured out their blood and their lives until a great American victory was won—won primarily by our youth.

I believe that it is high time that we adults treated this whole problem with honesty. If our teen-age youth are immoral and dishonest, then we adults for the most part have made them that way.

The CHAIRMAN. I take it, Monsignor, you agree with the President when he said our trouble is adult failure.

Monsignor SCHIEDER. Very much so.

Have you ever stopped to think that not too many years ago the magazine *Police Gazette* was shunned pretty much by the society of that day as an indecent book? Compared with some of the present-day magazines, the *Police Gazette* is a nursery tale book. The *Gazette* was found only in a few restricted places. Today the average high school boy or girl can walk into any high-class hotel, neighborhood drugstore, delicatessen, even in the finest sections of our fair city of Washington, or in any other city in this country and behold magazines with pictures and titles that leave nothing to the imagination. Down in the corner of the bookstand in digest form he probably will find the title "What Every High School Boy and Girl Should Know

About Sex," or "Facts of Life and Love for Teen-agers." Possessing a deep sense of decency, the high-school youth turns from this and seeks an evening of recreation at the movies. Here before his youthful eyes he sees sex and glorified crime as the order of the day.

If I am not mistaken, you can cover this country from coast to coast and you will not find a magazine publishing company that is run by a teen-ager, all are run by adults. You can visit the fabulous movie lots in Hollywood, and I am afraid you are doomed to disappointment if you are looking for a producer or director who is a teen-ager.

Yes, gentlemen, if we are honest, we, the adults, are doing all in our power to contribute to the delinquency of youth. The services of the Hendrickson committee and other groups such as this, are desperately needed, but not so much because youth have failed, but, rather, because we, the adults, have failed youth.

Perhaps our young people's greatest claim to fame, the finest monument to their integrity, is the Korean conflict just recently ended. It might be well for every American to meditate and reflect on the fact that after months of imprisonment in Korea, with every manner of bribery, with every possible appeal to human weakness—covetousness, lust and avarice—there are at this time only 21 Americans who remain with the enemy.

There you have an example of the stability of our younger generation, the magnificence of our American youth who were as true as steel when in captivity before their very eyes they saw their buddies tortured, and who generously died that we, their elders, might live.

I believe that it is high time that we adults treated this whole problem with honesty. If our teen-age youth are immoral and dishonest, then we adults for the most part have made them that way.

The CHAIRMAN. Thank you, sir. The subcommittee is very grateful to you for your appearance here this morning. You have given us some very valuable advice and counsel.

I am sure as we sit to write our report, we will reflect at great length upon the message you have brought to us this morning.

I think perhaps you were a little overgenerous in your appraisal of the subcommittee's work, but we are trying to do those things that those people want us to do.

Monsignor SCHIEDER. You certainly are, too. I have been in this game, if we can put it that way, for a long while. This is the first thing I have seen that has really gotten to the heart of the matter.

Senator HENNINGS. Thank you. I wish to express appreciation to you, Monsignor Schieder, for having come here to help us with this consideration of these problems that you have reemphasized and highlighted. I recall one of the witnesses testified some weeks back, having been asked the question about the working mothers. It also has been my impression as you have suggested, a lot of it gets back to what our friend Thorstein Veblen condemned in his *Theory of the Leisure Class*, it is conspicuous consumption in keeping up with the Joneses that compels many ladies to go out and take work, they want to raise the general standards in terms of perhaps things they think they need.

One of the greatest secrets of life possibly, as you of the cloth know, is finding out the things we can do without, that we do not have to have.

From your observation we get into the realms of economics which would include advertising, even the national economy or international economy. What would you have to say about the stimulation?

We have talked about the stimulation of youth to evil things, by pornography under the guise of respectability in certain magazines, which is certainly true, and in movies, and on the billboards for that matter, advertising everything from cigarettes to soap, motorcars.

Monsignor SCHIEDER. I had that in my rough copy, by the way, billboards.

Senator HENNINGS. They show a motorcar and they show a picture of a pretty girl, cigarettes and so on. What about that trend in this country, the stimulation of people to want more and more?

I heard the other day of a man who was approached by an automobile salesman. He was driving a 1949 car that satisfied him and gave him perfect transportation. The salesman said, "Why, Mr. Jones, you have been driving that car since 1949."

Jones said, "There is nothing wrong with the car. It gives me the transportation that I require."

The salesman said, "Yes, but what will your friends and neighbors think, you driving an old car like that?"

Now, is not that rather symptomatic of something that goes just a little deeper than perhaps the working mothers?

There are many women who are impelled to go out to have luxuries to the detriment of taking care of the children. What is your view of that?

It seems to me it is rather serious.

Monsignor SCHIEDER. You touched on a couple things. The first one is the fact of this rise in publicity and advertisement that portrays, let us say, at least the risqué things in everything from a match up to an automobile. And the movies and all the rest we mention are being accepted.

I think it is a problem. I think too long the decent people have accepted those things. And advertising agencies and other public media have used it.

If we reflect, Senator, the facts are against them. You take some of the, let us say, religious movies and really clean movies, they are still today holding the box-office records, and some of the high class things that win the public. And I say this from dealing with youth and talking intimately as only a clergyman can, I find those youngsters fundamentally decent and good. They want to be good and they want to be pure.

These things are foisted upon them. I think as a remedy we have to make ourselves much more voluble on things that offend youth.

I think a thing significant in the last few days when the movies of Howard Hughes came out he was going to defy the ban. When the archbishop took the stand, and others in the church, too, he changed his mind in a few days.

I think the Legion of Decency was adopted by the church some years ago, if you recall; in other words, when the people became voluble.

I think we so often let things offend us. You cannot make me believe that the average American citizen rides down the road on an average Sunday afternoon with his family in the car and approves that billboard you speak of.

But still he doesn't say anything. My answer would be, and I think that is what the outcome of this committee is going to be, that the people are not going to be afraid to speak up because you have invited

them to speak up. That is one of the greatest tributes to your committee.

You are really putting a focus on the thing. In a lot of instances we are drawing some of these rats out from the holes that have been selling these things to youngsters.

You take your bootleg magazines and literature, not the stuff on the stands, but the stuff sold under the stands, we begin to put the spotlight on that, and the committee can do that.

I see Chief Murray brought out yesterday that he is quite concerned right here in Washington. Too long these people have been operating without anybody disturbing them.

Senator HENNINGS. I feel that the monsignor might agree that Richard K. Fox's Police Gazette was devoted largely to boxing sports, and that sort of thing. They did have occasionally what would be considered very tame compared to some business we see on newsstands today.

Monsignor SCHIEDER. Absolutely. I often say this in lecturing around the country: If you went into any high-class place in Washington and took that magazine and put it on display in a store in Washington in the year 1910, you know it would have caused a national upheaval because there was nothing like it.

But, after all, a 16-year-old boy has not changed. Nature is just the same as it was in 1910. You put those things before them today—

Senator HENNINGS. It is done for profit.

Monsignor SCHIEDER. It is done for profit.

Senator HENNINGS. It is commercialism.

Monsignor SCHIEDER. Yes.

Senator HENNINGS. The advertising men, their little brains just teem in these big agencies, always getting ideas; one agency goes way out someway or other and the other agency either has to go a little further along the same line or think of a new line.

Monsignor SCHIEDER. I go back and say that people who are offended are not saying anything. You can see it on the expressions on their faces when they walk in a place and see a calendar, some of the putrid calendars today, fine men and women trying to protect their children from these things, and still they go along without saying anything.

That is why I am hopeful that out of the committee, Senator, much will be said.

The CHAIRMAN. Have we become less courageous; is that it?

Monsignor SCHIEDER. Yes; absolutely. You know as well as I do how many of us would speak out forthrightly as we did—again for the sake of argument, take in 1910, 1905, or 1900.

The CHAIRMAN. I have sensed that, but I charged it to the fact that I was just getting old.

Monsignor SCHIEDER. It is the truth. I will indict ourselves on that. You can picture one of our old pastors these days keeping his mouth shut about those things if it took place in the parish.

Still, across the country it happens and we don't say anything about it.

The CHAIRMAN. We are losing some of the crusading instincts.

Monsignor SCHIEDER. That is true.

The CHAIRMAN. We have talked about the movies. Now, do you not think there is a trend toward improvement in the character of the pictures at this time?

Monsignor SCHIEDER. I think there is a trend in the improvement in movies, but I think there is a trend in the opposite direction in television and radio.

The CHAIRMAN. We have not mentioned television; we have not talked about some of these comics.

Monsignor SCHIEDER. A few years ago you could always bank on turning on the radio and there you were sure that the youngsters could listen to this, or anybody—there was nothing offensive—but now it is creeping into both media.

I would hope that the committee, Senator, would come up with a strong recommendation that the commissions covering both television and radio would strengthen their hands in that direction.

The CHAIRMAN. The chairman of this subcommittee knows that there is a danger in that area because he is privileged to have 10 grandchildren and occasionally when he gets back to New Jersey and has the company and association of those youngsters he watches over them pretty carefully. They are pretty busy most of the time with television.

Now, I find that they are imitating characters on television so that it certainly has an influence on children.

Monsignor SCHIEDER. Very much.

The CHAIRMAN. I think we have to be more careful about some of the programs they do put on in television.

Monsignor SCHIEDER. I think it is a great thing as I am sure you do, Senator, but it is the abuse always of these things.

You speak from experience then, with 10 grandchildren.

The CHAIRMAN. I said in a speech in Philadelphia yesterday that I was not an expert on this wide subject, but that I should be because I have 5 children and 10 grandchildren.

Monsignor, we thank you very much. It has been a privilege to have you here this morning.

Monsignor SCHIEDER. Thank you, Mr. Chairman.

Mr. BEASER. Mrs. Wright.

The CHAIRMAN. We welcome you here this morning. Will you state your name and address and occupation for the record?

STATEMENT OF SARA ALYCE WRIGHT, NATIONAL BOARD, YOUNG WOMEN'S CHRISTIAN ASSOCIATION OF THE UNITED STATES OF AMERICA, NEW YORK CITY

Mrs. WRIGHT. I am Sara Alyce Wright, from the national board, YWCA. I am the staff person carrying the major responsibility for the teen-age program.

The CHAIRMAN. You may present your testimony in your own manner, if you choose.

Mrs. WRIGHT. Thank you, Senator.

I would like to say first, that the national board of the YWCA is very pleased to have been asked to appear before this committee and certainly recognizes the contributions that these hearings will make to the whole concern that we have for youth today. We in the YWCA recognize that juvenile delinquency is a complex problem. Consequently, various types of social services that promote family stability, improved standards of living, and social adjustment contribute to the prevention and treatment of juvenile delinquency.

The YWCA has traditionally tried to work toward these ends, and has worked cooperatively with other agencies, locally and nationally, in meeting the diverse needs of young people.

The Young Women's Christian Association of the United States of America would be classified as one of the agencies concerned primarily with factors related to the prevention of juvenile delinquency.

Since 1881, the YWCA has been working with teen-age youth. From the beginning, the goal has been to provide program and experience to meet their needs and interests—both those expressed by youth themselves, and those recognized by sensitive trained adult leaders, both volunteer and staff.

Throughout the years it has been necessary for the YWCA locally and nationally to evaluate the work with youth in light of the times. In looking at those forces in the current scene which affect teen-agers, the YWCA has been especially concerned about factors which hinder youth from becoming mature individuals and responsible citizens of a democracy. Program has been directed to offset these hindering factors.

Today there are approximately 300,000 Y-teens—prior to 1946 known as Girl Reserves—in 6,000 clubs in towns, cities, and rural areas, all over the United States.

In addition to this, there are approximately 120,000 other teen-agers—nearly 60,000 of them boys—enrolled in informal activities such as canteens, lounge programs, interest groups, classes, and special activities. All of these youth are between the ages of 12 and 17. They represent a cross-section of youth of many racial, religious, cultural, and economic groups.

This 12 to 17 teen-age bracket takes on a rather special significance when we look at some of the facts reported recently by the Children's Bureau. For example:

The majority of delinquent children who come before juvenile courts are between 15 and 17 years of age.

The age at which the largest number of delinquents are first apprehended by police or referred to the court, seems to be between 13 and 15 or approximately at puberty.

Juvenile court reports show that the majority of the boys are brought in for stealing or committing malicious mischief.

Most of the girl delinquents are brought in for being ungovernable, for running away, or for having committed a sexual offense.¹

In relation to the real concern which facts like these bring forth, we in the YWCA are asking ourselves three major questions:

1. How can the YWCA most effectively help youth with whom we are already working to become mature individuals and responsible citizens today and in the future, in the community, Nation, world?

2. What should be the job of adults in working with youth today?

3. How can the YWCA most effectively work with other agencies to reach those youth who are unreached by community, social, education, and recreation services?

There is a corollary to this third question which challenges us. It was asked by a Y-teen in Texas, who said:

How can we as Y-teens help some of the youth in our towns who get in trouble and who don't take advantage of activities in the Y and other places? And how can we get some of the adults to show some of the good things which teen-agers do?

¹ The Child, December 1952.

As we seek answer to these questions, we realize that it is very difficult for any organization working with youth to say specifically which parts of its program contribute most to the wholesome growth of youth and in turn prevent delinquent behavior.

We know, too, that there is an interplay of many factors which cause, as one staff member put it, "this wave of restlessness known as juvenile delinquency."

According to the 1954 Social Work Yearbook:

A review of delinquency statistics over the past 10 years makes it clear that "there is a positive correlation between international tension and the incidence of juvenile delinquency."

The Blueprint for Delinquency Prevention, issued in November 1953 by the New York State Youth Commission, states that:

Bodily and personality factors must be appraised in terms of the entire complex of factors—constitutional, personality, and socioenvironmental—stating further that:

Delinquent behavior is the product of the individual's reaction to the various stresses to which he is exposed and which he is unable to meet in a socially accepted manner.

In the YWCA as we work with youth to meet their needs, we want to know what they say about their hopes and goals, their feelings regarding their responsibilities and privileges as citizens.

Recently approximately 31,000 Y-teens from 45 communities in eastern United States were contacted by teen-age program directors in an inquiry aimed to discover what teen-agers are thinking of themselves and those around them, and themselves and the world. This inquiry, aimed toward program building, included Y-teens from metropolitan cities, small towns, and rural areas.

The analysis of the record of the group discussions shows that the young person's most dynamic wish is for peace in the world. In their words:

We are concerned about the future of the world, and we think we must accept the responsibility of making it a better place in which to live. Peace will come if men are of good will. We must find peace within ourselves, our families, our community, our Nation, in order to achieve a world without war.

Teenagers at the Midcentury White House Conference said:

Spiritual values should influence every action of our life and have a day-by-day meaning. We are all united by a basic truth which is the belief that all men are created equal with certain inalienable rights and that each is of infinite worth and dignity.

In these statements by youth themselves we see an expression of the search of youth for spiritual values. Within the teen-age program of the YWCA as we try to help youth in this search for spiritual values for daily living, we try to provide those experiences which will enable youth:

To build healthy personalities;

To become aware of democracy as a formula in human relations;

To grow in understanding across racial, religious, and cultural lines;

To learn skills that lead to the creative planning and carrying through of leisure-time activities;

To be willing to understand and assume the responsibilities and privileges which begin at home and stretch to the whole world.

This is the basis of the YWCA's work with youth and grows out of our Christian purpose.

In addition to regular club, canteen, interest group, and co-ed activities, a vital tool in providing these experiences is the Y-teen summer conference. Each summer there are 25 self-governing Y-teen summer conferences covering 1, 2, or 3 State areas meeting in colleges or camps throughout the United States and Hawaii.

In 1953 there were nearly 4,000 Y-teen and 553 adult leaders attending these conferences, which are planned and carried out by youth themselves with adult guidance. In these settings youth face problems of living today, and in face-to-face relationships with individuals of different parts of the country and the world and of varying backgrounds gain new understanding of themselves and others.

It is in these summer conferences where we can hear most clearly the voice of youth themselves. In 1951 in the Y-teen summer conference held in Bethany, W. Va., and including girls of west Pennsylvania, east Ohio, and West Virginia, there were 7 out of 150 girls who, when asked about problems about which they had greatest concern, listed the increased use of narcotics among teen-agers.

This information was passed along to the National YWCA School for Professional Workers and special program materials were developed to help staff throughout the country as they worked within YWCA and with other community agencies to help teen-agers and their parents understand more about the effects of the use of drugs.

In September of 1951, the National Board took the following action re narcotics:

1. Support of larger appropriations for the Federal Bureau of Narcotics.
2. Support of the Bogg-Kefauver bill, S. 1685, as a step in the right direction regarding punishment for the sale of narcotics, but drawing the attention of the Senate Finance Committee to the fact that the proposed legislation is felt to be less satisfactory in one respect in that the present law provides for a larger fine and longer term of imprisonment for a first offender.
3. Support Federal and State appropriations and local provisions for more adequate facilities for treatment of minors.
4. Be alert to any action by the United Nations with respect to the production and distribution of narcotics in order that we may urge the United States to ratify any convention or protocol regarding manufacture and consumption of narcotics which may be adopted by the United Nations.
5. Carry on a program of education with local associations on narcotics through the Committee on Teen-Age Program and the Training Services Unit especially with parents of teenagers, and exploration of the desirability of education of older teenagers. Urge associations to work for adequate State legislation.
6. Cooperate with other voluntary and public organizations working for the same objectives regarding narcotics, both nationally and locally.

In the spring of 1952, the national board YWCA public affairs committee conducted a consultation of voluntary and public organiza-

tions to consider ways in which the YWCA could work most effectively on a program of education and prevention for those who might become addicted.

Summer conferences highlight the way in which youth and adults work together in planning and carrying out the conference program in democratic ways, giving many girls the opportunity to participate.

In working to find answers to our major questions, responsibility and participation are key words in year-round program as well. Y-Teens who are girls are members of the YWCA. At 17, they may become electors. As members Y-Teens attend the national convention as visiting or voting delegates. At the 1952 convention a board member said, when observing the 202 Y-Teens who were there from all parts of the United States:

In 1932 I went to convention in Minneapolis as 1 of 2 Girl Reserves representing all the Girl Reserves throughout the country. My part in the convention was to hold the flag for the salute. In 1952, when I attended the convention in Chicago, I found the hotel was alive with Y-Teens participating in meetings and taking their place as members of the YWCA.

In most all of the 438 community YWCA's in the United States a conscious effort is being made to help Y-Teens assume meaningful responsibilities as members. They are serving on standing committees with adults; helping to plan and carry out special all-association activities, and as the centennial of the YWCA in the world is celebrated in 1955, teenagers in the YWCA will be spearheading the local campaigns for funds to advance the work of the YWCA in this country and abroad.

Y-Teens cooperate in community youth councils, and with other youth seek ways to become effective citizens. Y-Teens are now preparing for a survey of teenage opinion about citizenship and about the community activities in which youth are engaged. The results of these surveys by Y-Teens themselves will be publicized locally and nationally. The data secured will provide the content for special programs in YWCA's and possibly school assemblies during National YWCA Week this year.

Teenage program committees and public affairs committees of the YWCA work with other community groups to foster improvement of conditions in schools, recreation services, housing and other factors recognized as contributing to delinquent behavior.

We are becoming increasingly aware of the narrowing gap between childhood and adulthood. Military service, which affects both boys and girls, early marriages, increasing school dropouts, increased employment of teenagers—all are factors of which we must be aware in developing programs to help youth make satisfactory adjustments.

The YWCA recognizes the need of adolescents to be accepted as persons in their own right; is aware of the security which this acceptance gives teen-agers in today's world; and seeks to help them develop physically, mentally, and socially in a healthy manner, with a recognition of basic religious and moral values as a guide to daily living.

The CHAIRMAN. I would like to say that Mrs. Wright's statement is a most excellent one. We are grateful for your appearance here.

Senator HENNINGS. I would like to elaborate on some of the things you have developed, but I think most of us are aware of the fine work that the YWCA is doing and has done over the years.

Our problems in most agencies and such activities is in reaching more and more people, is it not?

Mrs. WRIGHT. Yes, it is. We in the YWCA have been conducting a few experiments, you might say, nothing that could be called a study, in trying to find ways to reach the hard-to-reach to which you referred earlier.

We are finding that we have to decentralize a program. We are using that word more and more and are moving out to the areas where youth are and carrying services to them in order to reach them.

And in Berkeley, Calif., for example, an interesting bit of work has been done. In Greenwich, Conn., another bit of interesting work has been done.

YWCA staff are going to the areas in which youth are and working with them there. It has been very satisfactory.

I think we will have to do more of it.

The CHAIRMAN. Mrs. Wright, the Chair is not seeking praise or tribute, but I would like to ask, Do you think the work of this subcommittee—I want a very frank appraisal—has helped your work in any respect?

Mrs. WRIGHT. Indeed, so. We know within our membership all youth have problems and we need to reach out to reach those who have perhaps been brought before the court for some offense.

I think it has heightened the responsibility of agencies such as ours and certainly the compilation of facts that your committee will bring together will be of extreme value to all of us.

The CHAIRMAN. Would you agree with the Chair in theory that what this problem of juvenile delinquency has needed more than anything else has been some nationwide public forum, a forum from which the whole story could be told?

Mrs. WRIGHT. In a sense, I think the facts that are being gathered and publicized in the press now are in a sense doing that kind of thing. I think that some coordination or legislation that would coordinate the work of already existing agencies to help them to see what their function might be in relation to the various aspects of the whole problem, because it is so complex, would be of exceeding value, too.

The CHAIRMAN. I take it you have been following the proceedings of this committee regularly?

Mrs. WRIGHT. I have tried to, Mr. Chairman.

The CHAIRMAN. Have we, in your judgment, failed in any respect to meet some of the obligations which are before us to meet?

Mrs. WRIGHT. I have been very much impressed, at least this is the way I have interpreted it, that the focus of those who have appeared—I mean you have had individuals who are directly related. You have had agencies such as the YWCA and other youth-servicing agencies and civic organizations, and you have had whole communities.

I think that covers or gives people an opportunity to see the whole scope of the problem and the many interrelated factors that go along with it.

I think that has been extremely helpful and very effective and an extremely good way of working, if I may say so.

The CHAIRMAN. Thank you.

Senator HENNING. Mrs. Wright has admirably stated the purpose of this subcommittee better than I as a member of the committee could

state it. Certainly our problem is complex. You have well said, Mrs. Wright, the realization of where we are deficient in certain aspects of our efforts.

To both prevent and cure is most important. The only way we can find out about a great deal of it is to hear from people who have been living with it and have dedicated, as many of you have, your entire mature lives to various aspects.

The CHAIRMAN. The Chair thanks you for your appearance here today and your contribution to the effort that we are putting forth in behalf of the things you believe.

The Chair will call the next witness.

STATEMENTS OF LUTHER YOUNGDAHL, UNITED STATES DISTRICT COURT JUDGE, WASHINGTON, D. C., AND FELIX GENTILE, EXECUTIVE DIRECTOR, BIG BROTHERS OF AMERICA., INC., PHILADELPHIA, PA.

The CHAIRMAN. Will you state your name and occupation?

Judge YOUNGDAHL. If I may be presumptuous to suggest the order of appearance, I think, Senator, I don't want to take on the task of your committee here, but if Mr. Gentile could in a general way briefly state the purpose of the Big Brothers Organization, I could follow a little more specifically.

Senator HENNINGS. I wanted to reassure, if I may, Mr. Chairman, the Governor and Judge Youngdahl that this is the manner in which we often proceed, where there are two witnesses. You may have your own direction and choice as to your procedure.

The CHAIRMAN. You may proceed in your own way, but I did want the gentlemen to state their names and occupations.

Mr. GENTILE. Felix Gentile, executive director, Big Brothers of America.

Judge YOUNGDAHL. My name is Luther Youngdahl, United States district judge.

Mr. GENTILE. If it is agreeable to the committee, we have no statement to read. We thought rather we would merely outline rather generally the framework of the Big Brother movement by way of giving information to persons who are not familiar with it.

I hope that the judge in his statement will refer to the 20 years of his experience as a Big Brother, which I trust he will also say has not only helped boys in their adjustment during that period of time, but has been a factor also in his administration as governor and now as director of the district court.

I might begin by saying that it is not our intention to use this committee as a means of gaining endorsement for the program. Rather, we would like to share with you our experience toward what we believe to be the common objective and that is to see if we cannot seek an answer to the problem, which is the problem of juvenile delinquency, and ways in which that problem can be resolved.

For those who are not too familiar with the Big Brother movement—

The CHAIRMAN. The Chair might say that the Senator from Missouri is very familiar with this movement.

Mr. GENTILE. Yes, being a member of our national board I am quite sure he is.

The program is predicated in its unique way on the use of volunteers as a principal aid in the readjustment of youth. That is quite a different departure from what we would call the traditional approach in trying to resolve the problems that the children face.

In the use of volunteers, however, over the years we have found it advisable, desirable, and helpful to involve persons who have unique skills, professionally trained, in order that we can select boys who can best benefit by not only the procedure or volunteer who is interested in his development, but also in the skill of selecting the man who has the quality, the interest and inclination to participate in this way.

We believe that boys between the ages of 8 and 16, for that matter, anyone between that age, needs to have in his life a kind of stability which is only provided by an adequately prepared person.

I am sure you have heard from other people who have testified, of this serious lack today in the youth that presents the problems with which we are concerned.

The under-the-roof conditions are not adequate and in some way some provision should be made to support that child during this developmental period.

We feel for many children in which that condition obtains that the only way in which we can bring to that child's life the factor of support he needs is through the introduction of a volunteer person who gives of himself friendshipwise, interestwise, in order to assist this boy along the road toward adequate adjustment.

Now, there are many details involved in the program which I think perhaps may come out in questioning.

I do not propose to go into the mechanics of it, but suffice it to say that the man is selected on the basis of his adaptability for this type of thing, likewise the boy is selected by persons who are professionally qualified to make those determinations.

The office is operated as any social agency, as a matter of fact we regard ourselves as a casework agency in the technical sense of the word.

I might add, too, that we are not so extensive in our operation that we can say that we have made any appreciable effect upon the whole problem. There are too few such agencies today.

It is one of our major concerns. But I can say that as far as the agencies in which we are now effective, by way of giving you a measure of the effectiveness of our work, that of the children who come to us from juvenile courts, very few of them, as a matter of fact, less than 7 percent, ever make a second misstep and return.

So we offer that by way of evidence as best we can find it in terms of the effectiveness of the program.

In addition, of course, there are other measures. We in this social work call them "term movement," whether the movement is shown upward or downward, not only with regard to whether the child appears before a court again, but as to whether there is something positive in his adjustment, something worthwhile has happened to him.

Such a study has been made in Philadelphia, by the Council of Social Agencies, using a scale adapted to local use by Mr. John Hill of the research staff there.

We might say in a measure of that sort the agency stood up well and ahead of others in terms of movement.

I prefer that you ask questions more specifically in terms of what we are doing, what we propose to do.

If the judge will tell us a word or two about his own experiences, perhaps we can get to the questions.

THE CHAIRMAN. All right, Judge, proceed.

Judge YOUNGDAHL. I want to say, first, and I want to repeat what I have said several times in other places since the authorization of your committee, that I do not believe that there is any more important investigation going on in the United States today than is the responsibility of your committee, for if we cannot train our youth of today properly, mentally, and physically, and spiritually, for adulthood, then we do not have much future in this country or in the world.

Now, I ran across a statement the other day of a 19-year-old city boy which I think is the very basis of this whole Big Brother philosophy, and is the basis of the difficulty that occurs in the lives of most of these youngsters. This was what this 19-year-old chap said:

Guys who don't feel like they are counting, who are being shoved around, who feel like they are worthless to everybody, well, they are the guys who go out and try to make names for themselves by being stickup guys. It is on account they feel like they are nobody.

The purpose of the Big Brother organization is to make these boys feel as though they amount to something, is to take the negation and the defeatism out of their lives and put something constructive by way of friendship and recognition and understanding and adventure into their experiences.

Now, out of 12 years in the Big Brother board of Minneapolis, and out of more than a quarter of a century on the court, and a lifetime of dedication to this cause of youth, and out of an experience of being Big Brother to at least three little brothers, I would like to very briefly give to you gentlemen of the committee just a couple of examples to show what we are doing in this Big Brother work and how important it is to encourage other busy businessmen and professional men on a voluntary basis to dedicate their extracurricula time to this very significant activity.

When I was on the district bench of Hennepin County, Minn. I got a frantic call from the principal of the school, saying that a 12-year-old boy was out in the schoolyard with a loaded revolver threatening to shoot.

I became the Big Brother of that little chap. It is a long story, and I can't give you all the details.

Suffice it to say that he has been saved from a reformatory and penitentiary. He is now in the United States Navy. He might have been on the rock today on Alcatraz if some little friendship and understanding had not come into his experience at the right moment.

We had a desperate time with him. He would come down to my chambers weekly. We would go out to have a weiner sandwich and a glass of milk together. He would tell me of his weekly escapades in stealing during the week and say he was sorry and what was I going to do about it, see that he was incarcerated at 12 years of age?

That is what some of these people are suggesting today, that the solution for this problem is to throw all these youngsters in jail, that is the happy solution for it.

I am glad to know that the committee in its broad perspective of this program is not agreeing with that concept.

Now, practically every social agency in Minneapolis worked with that boy. We had to use a lot of patience. He made mistake after mistake, but he came from a broken home, the typical case, the father had left, the mother was drawing relief. If anything was stolen around the house, the boy was blamed for it, whether he was guilty or not, and the result of it was to make himself a big shot, to be counting for something in life.

As a defense mechanism he went out in that schoolyard with a loaded revolver in his hand.

Then I got a letter from my second little brother. He was 16 years of age. I had given a talk in one of the schools in northeast Minneapolis. He had been present at a parent-teacher-student night. He just reached 16 and he had quit school.

The law did not require them to go to school after 16 years of age. His father was dead and his mother was drawing a small mother's pension from the county trying to feed five hungry mouths in that family.

She was having quite a time of it. After daily duty she was simply too tired out to be a companion to that little fellow. He had no father, of course. He had an abscess behind one ear. His teeth were decayed. Winter was coming on and he needed a winter overcoat.

As far as any friendship or recognition in his life was concerned, there was a complete vacuum.

He wrote such an intelligent letter that I was suspicious at first. He asked me to come and see him. He said he was ready to jump in the river or go out in the street with a loaded gun; he was desperate.

I went out to see him. I became his Big Brother. He became acquainted with our boys. He went skating and tobogganing, attended banquets with me. I got him a job washing dishes.

Later we got a better job for him. Later he went into the Army and because there had not been too much discipline in his life he was having a difficult time of adjusting himself to the disciplined life of the Army.

So he wrote a letter to me to write the President of the United States, a Democrat writing a Republican, to get him out of the Army. I told him Uncle Sam needed him more than his mother.

If God permitted him to come back in good shape physically and otherwise, that he would have a great experience that he otherwise would not have had. He went to India, wrote me some wonderful letters from India. Today he holds a responsible position. He is earning a good salary; he is a good citizen.

I am satisfied that he has a fine future before him.

Just a little friendship—it did not cost much money—just a little friendship at the right time in his life was the thing that made a difference.

The friendship of a Big Brother, a man who is willing to take some time out of his regular profession to dedicate it to the lives of these boys. As we have often said in Big Brothers affairs, a hundred years from now we are not going to be remembered because of the type of house we lived in, or the type of job we held, or type of automobile we rode in, but we are going to be remembered whether or not we had an influence in the life of a boy.

One more illustration: When I was judge of the municipal court in Minneapolis, I recall a case where a squad car had been called to the northeast section of Minneapolis and they found a half barrel of moonshine whisky in the basement. The mother was in an institution for the mentally ill. The father was a raving drunk. I had sent him to the workhouse over half a dozen times for selling liquor, having liquor in his possession for sale, manufacturing, and just for plain drunkenness. He was past 50 years of age and almost beyond rehabilitation, but one of these youngsters in that family, 8-year old boy, had been threatened with his life by that drunken father.

A 5-year-old boy and 6-year-old girl were huddled together in a little doghouse, with tear-stained faces, arm in arm, chased out of that house by that drunken father.

Let us take that 8-year-old boy. Suppose he continues in that environment until he is 16 years of age. He goes out in the street with a loaded revolver. What is society saying to him today? What are some of these editorial writers demanding today?

They are demanding that we incarcerate him, even for life, if you please. That boy has never had the opportunity to learn the difference between right and wrong.

I contend that society is partially responsible when society does not do its full job in taking up this slack where the homes are breaking down.

Society stands in that courtroom, figuratively speaking, and pointing its finger of scorn at these youngsters and saying they are no good and they are criminals and they ought to be put out of the way.

Society is partially responsible; it has not the right to say that, unless it has done its full job.

By that I do not mean to say that we should pin medals on these boys and send them back out in the streets when they get into serious difficulty. That is not what I am saying at all.

But I am trying to suggest that punishment is not a cureall, that we should not glorify punishment, that it is just simply one of the factors.

Basically at the root of all this problem, juvenile delinquencies, are multitudinous factors, of lack of housing, lack of education, lack of homelife, lack of religious emphasis, just plain lack of friendship and recognition that these boys desperately need.

There are 1 million youngsters in the United States today getting into difficulty who do not have any religious emphasis in their lives.

We have 28 million youngsters in the United States approximately, we are told, who are not afforded the opportunity of Sunday school experience.

We are happy with the fact that we have an all-time high enrollment in Sunday school, approximately 32 million, but we still have about 28 million who are not having the experience of that type of activity.

This committee has a tremendous function to perform. The first basic function is the overall survey of all the needs of the youth of the country to find out what the needs are and whether we are supplying those needs, to see what these volunteer organizations can do, such as the Big Brother and the YWCA and YMCA, such as has just been presented before you.

I am here personally to testify as to the efficacy of Big Brothers. I think it is one of the big character builders of the country today.

Would that we had more professional men willing to take time out of their lives to save some of these boys. We are receiving a lot of boys.

A boy at the training school was my guest at a father's banquet. His father went A. W. O. L., separation in the family. He had stolen a few automobiles. He was my guest at this father and son banquet.

The next day I wrote him a letter, told him I thought he was a fine boy. I became his sponsor. I had him down to the judges' dining room, introduced him to some of the judges.

He became a big shot. He is on his way to good citizenship. He is back in his own State now, holding a job at \$300 a month. He took an International Business Machine training course at the training school and worked here at the Supreme Court Building.

While he was there there is no question in my mind but what that boy is going to travel a long road, but he has the supporting feeling now that somebody is caring for him in his life.

His father didn't care. We can multiply that a hundredfold around the country today.

That is my story of Big Brothers. That is why I feel it is so important that in this investigation we do not fail to recognize the importance and significance of an organization of this kind and similar organizations on a volunteer basis, where our citizens can really be of help in this important program.

The CHAIRMAN. Governor, that is a wonderful story you have told today. I know that I speak for the entire subcommittee when I say we are very grateful for your profound and able counsel and advice which comes from such rich experience.

I also pay tribute to Mr. Gentile for his helpful suggestions and advice this morning.

Senator HENNINGS. I would like to say thank you, Mr. Chairman, to Judge Youngdahl and Mr. Gentile. I, as one who has spent something like almost 30 years as a Big Brother to a number of these boys, and as president of the St. Louis Big Brothers organization, and now having some small share in the national organization, would like to say that your statement is one of the best I have heard in summary of the work that this organization has been trying to do.

Unfortunately, we do not have enough Big Brothers to really much more than scrape the surface, do we, Mr. Gentile?

Mr. GENTILE. That is right.

Senator HENNINGS. We are very keenly aware of that in large cities. The other day on the floor of the Senate at the time of the introduction of the resolution for the continuance of this committee, I undertook to say what I hoped was a kind word for a group of people who I think, through misunderstanding, and through lack of some form of communication have been greatly maligned; that is the social workers, the competent, trained social workers.

Now, you, Judge, have sat on the bench, you were Governor of a great State, you have in your vast experience had occasion to deal with these problems.

You have had the responsibility. In addition to that, you in your great Christian spirit have taken additional responsibility in the work of an organization such as the Big Brothers.

Mr. Gentile is a member of that class of the despised, the social workers, which some people say with a sneer and with cynicism. I have spent 8 years of my life in a criminal court building in a large city. I have seen long processions of tragedy in human lives and broken homes, wasted humanity, that go through these places, where we send them away some place where we can lock them up and forget about them; they are just no good and that is that.

I have also had dealings with so-called social workers, people who have by profession and training, but more than those things, by a dedicated spirit, have devoted their lives and are now devoting them to trying to do something about these problems which plague us and which are a disgrace to our civilization.

I would appreciate a word from you, Judge, as to your opinion on them. I know there are good and bad social workers, there are good and bad lawyers, there are good and bad judges, and certainly Members of the United States Congress who might be classified variously as better or worse, in all our groups and pursuits of life, so that in characterizing any group, whether we are stigmatized or praised, we are aware there are always exceptions.

There has been so much cynicism, we have all heard, "If we just get these social workers out of it, let us have people who understand the realities of these things, let us not have these theorists around".

"I am the father of several children", a man might say, "I know how to handle these things. Take them out to the woodshed and give them a good licking if they don't behave as they should", or in other aspects, "We will lock him up somewhere, teach him a lesson."

Judge, I think you and Mr. Gentile might expand for just a moment on that.

Judge YOUNGDAHL. I am glad to give you my conviction.

Of course, I am somewhat prejudiced in the fact that my brother happens to be dean of social workers in the great city of St. Louis and vice-president of the American Association of Social Workers and American Association of the Schools of Social Work, and my daughter graduated from the Social Work School of the University of Minnesota.

But having fought for and put through the Youth Conservation Act in Minnesota—it was the second State in the Union at the time that passed such an act, California being the first—I came into contact with that aspect of the case as far as juvenile delinquency is concerned.

I thoroughly believe in the profession of social work. I understand that there always will be in every profession some good and some bad.

You cannot appraise the whole profession because of the pronouncements and conduct of a few people who do not represent the entire profession.

I think there is a greater need for the profession of social work today than ever before. I am strongly of the opinion, for example, that if we had a psychiatric social worker in every school in the United States, walking side by side with the public health nurse, to get the aggravated problems in the first and second grade of these youngsters, before they got into more serious mental illnesses, we

would not need St. Elizabeths or some of these other mental institutions in the country.

We have a great experiment right here in the District of Columbia, where Dr. Duval, of the St. Elizabeths staff, and other psychiatrists, work with the Kiwanis Club as a pilot project to get at these youngsters in the early grades of school and eliminate many causes of serious illness later on.

It would cost money to put psychiatric workers and social workers in every school, but I think it would be sound economy when you consider the cost of our mental institutions in the United States today.

The good preventive work in trying to eliminate some of these serious mental illnesses would be sound economy. I am glad to express my conviction and faith in the social profession as a whole, and in most of these individuals who are dedicating their lives at small pay indeed in comparison to the remuneration they would receive in other fields, because they so thoroughly are imbued with the idea of doing something for humankind.

Senator HENNINGS. In our Big Brothers, the professional social worker not only evaluates the desirability of having a given man as a Big Brother, which is very important, but undertakes to determine which boy should be a little brother and to which Big Brother he should be assigned and thereafter help the Big Brother with his problems in trying to help the boy.

Judge YOUNGBAHL. I could give you some illustrations of these men who have headed up Big Brothers, for example, who have gone out in other fields and broader community fund activities and have had success in working with businessmen.

Joe Gibbons, who heads up the Community Fund of Philadelphia, was formerly executive secretary of the Big Brothers of Minneapolis.

Toby Webster, who heads up the Community Chest of Minneapolis, was our executive secretary.

They are having success in working with these businessmen who do not have some of these approaches that these people claim who criticize social work as a profession.

Mr. GENTILE. If I may say a word about the question from the social work end, I think it would be safe to say that the social workers are as much concerned about this question of where they stand in relation to the community, we being in the unique position of working with volunteers as the principal aid in the program perhaps come closer to working out, resolving these difficulties.

We feel that is one of the tremendous assets in this cooperative type of relationship.

But as far as social work is concerned, there is a tremendous amount of effort today in trying to establish a more definite base for citizen participation and in relation to our own program I have had communication recently with schools of social work throughout the country.

I was rather pleased with the response that my letter stimulated, particularly as I pointed out points of difference in terms of the approach, the so-called traditional approach, to the problems that the community faces as against some of the approaches that we take because, as I said, of the unique relationship we have, the layman

being the principal agent for therapy if you want to call it that, in the program.

I believe that a recognition of these differences is coming closer and closer to the answer to the problem.

I think that it is safe to say, for example, as far as the traditional social agency is concerned, they recognize that the way they are set up structurally, the point of view of relationship that the worker has to the community, as it is now set up, that it does not provide for the kind of participation that is possible in the Big Brother program.

They are examining that structure to see whether there is something that can be done to make it possible for the individual in the community who is able and willing to become more a vital part of the agency's function rather than merely sitting on the board and making top so-called policy decisions which we all know are predetermined anyway, or sitting on the finance committee and getting the money the agency needs.

There is recognition of that and I believe there is movement in the direction of trying to resolve it.

I have had communication recently from Gordon Hamilton, of the New York School; Dean Johnson, of the New York school, in which they are vitally concerned from the practitioner end about some of these questions.

I am sure we will come soon to an answer. There is no question at all that the social worker has a place in assisting the layman in defining for him what the problems are.

They are not yet perhaps quite worked out to the extent that they show the way in which the layman can be more useful in assisting in the resolution of some of these problems.

The CHAIRMAN. Does counsel have any questions?

Mr. BEASER. Just one of Mr. Gentile, I think.

You are hampered, I imagine, by the lack of volunteers. To what extent are you also hampered by the lack of community resources? Is your volunteer who encounters a bad home situation also faced with a lack of resources which he can call upon to take care of that home situation?

Mr. GENTILE. I think I had better clarify first the statement as to the lack of volunteers.

Mr. BEASER. Not as many as you would like?

Mr. GENTILE. The only limitation there is that we don't have enough money to initiate the program in more centers.

Of course, I think we understand why that is. The community chest structures are such today that they are not always able to encompass the needs that the communities face. The result is that where the vested interest is already set and the amount of expansion is limited and you try to establish a new agency, you are faced with a rather difficult problem.

Consequently, I think we are doing very well, considering these limitations. Last year we brought 6 new agencies in with a staff, national staff, of 3 professional and 3 clerical. I mean it is a tremendous thing, with the limitation we have.

Senator HENNINGS. You have the problem of vested interest, too, do you not, Mr. Gentile?

Mr. GENTILE. I think so. I don't think the social worker is any less determined by vested interest than other activities. If you are in there first, why, you have a good hold on the community, and it is a little bit more difficult to shake it.

Senator HENNINGS. We have always had the problem in St. Louis in getting what we consider enough from the community chest for our Big Brother organization.

Mr. GENTILE. I don't think it is necessarily a reflection on the agencies involved. One might say that the community lacks vision in terms of getting more money. Maybe we need better kinds of leadership in these agencies that are able to bring out from the community the leadership that does exist. This is not universally true.

We can find in our experience communities that are continuously expanding and are capable of bringing in new activities.

I might say this by way of illustration, too, that we find we have more success in the so-called newer communities than in the so-called older communities. I think some of us who worked with the Federal Government know that we had an easier time with States that did not date back in the Far West.

The public assistance law was the first public welfare law. So we had unique assistance in getting something established that did not provide for a kind of readjustment on the part of others.

We have no difficulty in getting men to participate with us. In terms of resources in the community we are not personally concerned, directly concerned, with direct aid to individuals in our program.

If that is indicated it is relatively simple to work out a cooperative arrangement with the public assistance agency, with the guidance clinic, if that is indicated, or whatever.

So from the point of resources I would say they are available to us as the community has them or does not have them.

Of course, that varies. Every community does not have a guidance clinic. That is indicated particularly in determining whether or not the boy has need for the service or needs assistance to be ready for it.

You just cannot pick up any boy, every boy cannot receive this kind of service relationship. We prepare the boy. Unless it can be established on that basis it is not effective. We always have to prepare him.

If that is not possible, then we must often refer the boy, if he is so involved, he is so disturbed and he needs therapy, we have to refer him to a center that gives that kind of service on an intensive basis.

We don't have those therapy centers everywhere. Obviously, with some of the boys, you could not do anything. You don't know what to do in a case like that. You carry it the best you can I suppose and hope that the influence of your agency will be sufficient.

That brings one additional point. That is that inasmuch as we work largely with volunteers and they number often in our community men of some importance—for example, Quig Newton, of Denver, is a Big Brother, he is mayor of the city. Joe Pollack of Philadelphia. We feel as the judge has said, that it does help through their understanding of the problems of others, help them in their administration of public service.

We feel that as a result of that, for example, we were one of the factors that were instrumental in the city of Cincinnati in getting a new detention place for that city.

It was a bond issue of several million dollars that was indicated, or a million and a half. I have forgotten what the figure is.

We can use our men as volunteers through the understanding of problems they see for the development of new services. They might become a pressure group for a guidance center; improvement of court procedures, court personnel, et cetera.

Senator HENNINGS. To what extent have you had cooperation—I know something about our own city, but in other cities of the country, from the police department in referrals or in helping to do something about some of the boys by way of preventive treatment?

Mr. GENTILE. Of course, that will vary with the community. In Detroit where the police department has a protective service, I don't know the official title of it, in any case, they have offices assigned especially for boys that are first offenders, so-called. Our agency there works very closely with that police department.

As a matter of fact, it is in cooperation with the two that the referral is made to either assign him to the searching service, or to the juvenile judge, Judge Edwards, for consideration by the court.

The decision is made as to whether or not there are certain elements in the case which would suggest that a court appearance is not indicated, in that instance you have a direct cooperation and the offices are practically in juxtaposition.

I would say that the tendency is more and more to have referred to the agency boys in the earlier states of maladjustment or indication of that.

Increasingly we get boys from schools, we get quite a few direct referrals from parents as they begin to recognize in a child that there is a lack, particularly in situations where the mother is separated from the husband as a result of death, divorce.

As you know, that is a tremendous social problem in America today. As they become aware of the fact that this kid is needing something, it is obviously lacking as a result of the loss of his parent, then they come to us directly and the usual machinery begins to work.

I would say as a guess that approximately 35 percent of the referrals now come from juvenile court. So it is a diminishing factor.

I think it is safe to say that for some of them at least, those who have had several appearances before the court, the chances are that the boy might not be disposed to this sort of program.

Senator HENNINGS. At one time it was our policy not to take boys who had been in court, was it not? I did not agree with that policy.

It seemed to me that it was a matter of circumstance or chance in so many cases, one boy was caught and brought into court and another boy was not, and that the distinction was not the process necessarily through which the boy had passed in his early years that determined whether he was one which an agency with limited funds and personnel such as the Big Brother movement could undertake to do something about, but the real test is the boy, himself, not necessarily the difficulty or the court or other things that he has had.

Mr. GENTILE. We make no such distinction. We feel that any boy that has that need should be considered and an assignment made.

As a matter of fact, we have several agencies that work with very disturbed children. We find even in such instances, provided, of course,

there is adequate social work relationship in the cases, that we can make an assignment to Big Brothers.

I have particularly in mind an institution in Cleveland, which handles very disturbed Jewish children, children that ordinarily, were it not for that type of institutional care, would be in an institution.

As a result of close supervision, psychiatric, social work care, and psychiatric services available, we can make an assignment and very frequently it is the volunteer, as a result of his disassociated position from the machinery of the agency and from any other authoritative relationship the child experiences, who offers the avenue for his real communication with reality.

That is used as a therapeutic aid. Pollack in his book on the Russell Sage Foundation, points out that, psychotherapy and social services for children, points it out very adequately in terms of how you can use a volunteer this way.

The CHAIRMAN. Mr. Gentile, the Chair has gathered from your statement that you feel that this problem of juvenile delinquency is primarily a problem to be met at the community level. Am I right in assuming that?

Mr. GENTILE. Yes, I think you are correct in assuming that. I believe that we feel in our program particularly that it is the extent to which the men participate themselves as members of the community which makes the program significant, and gives them a sense of belonging to an entity which is something they can identify within terms of their own immediate lives.

The CHAIRMAN. Do you feel, Governor, the same way about that?

Judge YOUNGDAHL. Yes, I feel with this one observation, that is, I think also bearing in mind that we have to be partners, the local and the State and Federal governments, for example, in this matter of trying to do away with the slot machines. Certainly it is the duty of the local government to do that.

When the local government did not do it in Minnesota, I stepped in and got a slot-machine law passed and felt it was my responsibility as Governor.

And the Federal Government even has stepped into that field, recognizing the fact that it cuts across State lines, and also bearing in mind we are in a partnership of local, State, and Federal governments.

Federal Government is doing something about the problem now in this very committee, but essentially and basically it belongs there in the community, first, in the home, of course, and then reaching out in these local community agencies.

Senator HENNINGS. By that, Governor, you would not suggest that the work of a committee such as this has no national implication or that that is not the way to get at it?

Judge YOUNGDAHL. I wanted to make sure that that was not the situation, because I think this is an extremely fortunate thing and one which we have to be careful about in this respect, that it simply is not a temporary thing, that we have to try to establish some continuity to be sure it is not a spasmodic thing and then it dies down and people do nothing about it.

Senator HENNINGS. A very intelligent man asked me, "How is juvenile delinquency a national problem?"

You have heard that?

Judge YOUNGDAHL. Yes.

Senator HENNINGS. Divorced purely from the aspect of substantive violation of the law, we know that the reformatories have more youthful offenders for interstate transportation of automobiles than any other one offense. If we had to justify it simply on the substantive law basis and the Federal statute, we could certainly cite the narcotics traffic, the white-slave traffic.

Judge YOUNGDAHL. And the Federal Youth Authority Act is an indication that it is a partnership relation.

The CHAIRMAN. Governor, the Chair wants to state for the record that the questions I directed to you distinguished gentlemen were not intended to imply for one minute that this committee did not have its place in the sun.

Judge YOUNGDAHL. We appreciate that.

The CHAIRMAN. Gentlemen, we are very grateful to you for your presentation here this morning. It has been very helpful to have heard your story and as we examine the record in preparation for the bigger job of writing our first report, I know that things that you have told us will reflect themselves strongly in our recommendations.

Judge YOUNGDAHL. Thank you very much, gentlemen.

The CHAIRMAN. The next witness is Mr. Edward J. Kelly.

Will you state your name and occupation and address for the record, please?

Mr. KELLY. My name is Edward J. Kelly. I am chairman of the legislative committee of the American Institute of Park Executives, an organization composed of municipal and county park commissioners, superintendents, and technicians from all over the union and from all of the provinces of Canada and some of the cities of Mexico.

Our national headquarters are in Chicago.

STATEMENT OF EDWARD J. KELLY, CHAIRMAN, LEGISLATIVE COMMITTEE, AMERICAN INSTITUTE OF PARK EXECUTIVES, CHICAGO, ILL.

Mr. KELLY. I am submitting this statement by authority of officers and board of directors of the American Institute of Park Executives, an organization composed of municipal and county park commissioners, park superintendents, and technicians representing every section of the United States, Canada, and Mexico, with national headquarters at 30 North LaSalle Street, Chicago, Ill.

This organization has existed for more than 35 years and its members are concerned with the problem of juvenile delinquency both from the viewpoint of the responsibility which they accept for service to their communities and the general welfare of the people that they serve, and because the protection of public property against vandalism is an important part of their duties.

I am happy to be able to report it is the general experience of park executives, that juvenile delinquency and vandalism in park areas is decreasing. This is reflected in diminishing damage to park properties, measured in dollars and cents, and by a comparable ratio in the reduction of the number of juveniles arrested for offenses of all types, committed in park areas.

This advance has been observed principally during the past 10 years, although some cities made outstanding progress much earlier, and credit is given to two major factors:

(1) The recognition by public officials of the necessity for large-scale recreation programs providing opportunities for participation in wholesome sports and leisure time activities by children from all types of homes; and

(2) Programs in nature study and appreciation, training in youth leadership, and the proper use and enjoyment of public facilities.

I understand that statements covering programs of public recreation and the results achieved in the prevention of juvenile delinquency have been or will be presented to this committee by representatives of the National Recreation Congress and the American Recreation Society so I will confine myself to the educational and youth leadership phases of the programs which have been inaugurated by park authorities.

Park administrators throughout the Nation believe youth-centered programs to achieve popular appreciation and understanding of park values not only make both youth and adult park patrons more conscious of their responsibility for the proper care and use of these public spaces and facilities, but also make them conscious of their responsibilities as citizens.

In cities where such programs are energetically pursued, damage by juveniles diminishes despite the fact that population trends and the use of park facilities are increasing. The suggested media which have proven most successful in reaching children are: Illustrated school assembly talks, conducted nature-study trips in the parks, junior naturalist training courses, work with boys' clubs, Boy and Girl Scouts, Junior Audubon Clubs, Campfire Girls, summer, day, and resident camps, and in-training programs for teachers, youth leaders, and park police.

In 1 city each public and parochial school books 2 assembly talks each year describing the natural and human history of the park system. These talks, presented by park naturalists and park historians, stress the significance of park areas, knowledge of natural features, and the human history which transpired within them.

Complementing this school program are conducted trips of organized groups of school children into the parks, under the guidance of a park naturalist or a park historian. The natural features of the areas, including plant and animal life and geological formations and their importance to their community, are the subjects covered in the tours under the direction of a park naturalist.

Parties visiting memorials and historical areas are accompanied by a park historian who emphasizes the examples of good citizenship portrayed or illustrated by the historical figure memorialized or the historical event which occurred in the area.

Junior naturalist training courses, available for children of elementary school age and conducted by park naturalists have been particularly successful. A typical course requires competent instruction, dealing with outstanding features of plant and animal life in the parks, and good manners out of doors.

Not only has this program been beneficial to the children participating, and their playmates, but it also required the participation of the entire family through encouraging the child's attendance and transporting him to and from remote meeting places and his home.

A youth-training program of the same general type is cosponsored in some cities by the Audubon Society and the local park administration. These courses of instruction emphasize wildlife, nature hobbies, and conservation projects.

In almost every metropolitan park system, one finds a number of summer-, day-, and resident-camp operations. Naturalists assigned to give direction to the programs of these outdoor camping activities develop an understanding of the natural surroundings, preservation of public property, and the objectives of good government.

These camps afford a splendid place to learn the proper attitude toward the parks and their use. Respect for the property and rights of others and respect for authority go hand in hand with this training.

Youth leaders participate in camp counselors training courses or in nature leadership training, as scheduled by their sponsoring organization. These training sessions teach techniques of leading groups on field trips, and the application of this knowledge to the development of nature crafts, games, and other teaching aids.

Park administrators over the Nation believe that programs of this type will create large bodies of beneficial park users whose sense of proprietorship will afford an effective curb upon destructive activities and potential vandals. They urge that such programs be given greater emphasis as a constructive approach to the juvenile problems which are receiving such widespread attention at this time.

The cost of such a program is infinitesimal, compared to the cost of police protection and the operation of correctional institutions. The American Institute of Park Executives strongly urges that Federal, State, city, and county governing bodies support their park authorities in their efforts to combat juvenile delinquency through the provision of adequate recreation and educational program.

The modest expenditures necessary will pay dividends in reduced vandalism and many other ways, but most important of all, in better citizenship.

The CHAIRMAN. Mr. Kelly recognizing the fact that all levels of government have a responsibility in this field, would you say from your broad experience with this problem, juvenile delinquency, that the primary responsibility is at the community level?

Mr. KELLY. Yes. I was privileged to overhear your earlier discussion on this and I certainly concur with the statements made by Mr. Gentile and Governor Youngdahl.

The CHAIRMAN. Thank you, Mr. Kelly, and thank you very much for your appearance.

Senator HENNINGS. I have no questions, except to thank you, Mr. Kelly.

The CHAIRMAN. You have made a real contribution to the efforts we are putting forth. There are no other witnesses for this morning's session, so the subcommittee will stand in recess until 2:30 this afternoon.

(Thereupon, at 12:45 p. m., a recess was taken, to reconvene at 2:30 p. m., same day.)

AFTER RECESS

The CHAIRMAN. The subcommittee will be in order. Counsel will call the first witness.

Mr. BEASER. Mrs. Brown, please.

The CHAIRMAN. Mrs. Brown, the subcommittee welcomes you here today. It is awfully nice to have you here, and I know we are going to be very grateful for the information with which you will supply the subcommittee.

STATEMENT OF MRS. ROLLIN BROWN, LOS ANGELES, CALIF., PRESIDENT OF THE NATIONAL CONGRESS OF PARENTS AND TEACHERS

Mrs. BROWN. Thank you.

The CHAIRMAN. Do you have a prepared statement?

Mrs. BROWN. No, I do not. I am going to speak from notes.

The CHAIRMAN. Then you go ahead and present your evidence in your own well-chosen manner.

Mrs. BROWN. Thank you, sir.

I am Mrs. Rollin Brown, of Los Angeles, Calif., first national president of the National Congress of Parents and Teachers. The national congress is a voluntary organization, organized 57 years ago, which has 38,500 self-governing units which operate within the locality of the single school, each of them. We have 7,953,806 members, of whom $2\frac{1}{2}$ million are men, 700,000 are administrators and teachers.

We operate in 50 State branches, because we count the organizations in the District of Columbia and Hawaii as States.

You might be interested also to know that we have congress units in Alaska, in the Canal Zone, and Guam, and there are congress units on American military bases in England, Germany, Greenland, Japan, Newfoundland, Okinawa, Philippines, and Puerto Rico.

The objects are quite well known, but I should like to repeat at least three of them here. The first one is to promote the welfare of children and youth in homes, school, church, and community. The second one is to raise the standards of homelife. The third is to secure adequate laws for the care and protection of children. The fourth has to do with close cooperation between home and school. And the fifth has to do with promoting cooperation between educators and the rest of the community.

We are an educational organization and our policies are nonsectarian, noncommercial, and nonpartisan. We carry on our work through conferences and committees and projects. As our objectives indicate, the whole history of our organization has been devoted to a broad program designed to build healthy personalities and therefore to prevent juvenile delinquency. But over the years since our organization here in the city of Washington on the 17th of February 1897, we have given attention to the specific field of delinquency.

For example, in 1899 the national congress adopted as part of its work program the establishment of juvenile courts and the extension of the probation system. It must have been done with some effectiveness because our president spoke on those subjects before a joint session of the Canadian Parliament in 1906, and was invited to address the British Parliament the same year on the subject.

In 1903 we also recognized that there should be careful and special instruction for persons who had charge of delinquent children. We pressed for the establishment of the Children's Bureau and since its establishment we have cooperated with its programs and have supported its budget.

During the difficult thirties many of our State congresses were actively promoting community organization for the coordination of agency services, so that delinquency might be prevented through services to families and to children. These emphases were continued in our World War II service program. They were developed further in a juvenile guidance plan for action that was prepared by a special committee of the national chairman in 1944, and it was reiterated in the civil defense program in 1950 in a somewhat different way.

All of these materials naturally are distributed widely among our membership.

In the fall of 1951 a special study committee of the national board suggested for local units a program for coping with the narcotics problem. The national congress soon thereafter called together representatives of 25 national organizations for the most part who exchanged information and plans for dealing with the narcotic problem. The administration theme of the present president, Mrs. Lucille P. Leonard, of Providence, R. I., which was announced upon her election in 1952, is a simple one: "Better homes, better schools, better communities."

The plan for action which was developed by the administration action committee, of which I am the chairman, with the assistance of the entire board of managers, constitutes a broad gage program for the prevention and control of delinquency. Since the publication of that program—this is a copy of it, and it is too long and too detailed to read to you, but I would like to leave it for entering in the record, if I may.

The CHAIRMAN. That may be done. Let that be exhibit No. 35.

(The document referred to was marked "Exhibit No. 35," and reads as follows:)

EXHIBIT No. 35

PRESENTING THE NATIONAL CONGRESS OF PARENTS AND TEACHERS ACTION PROGRAM FOR BETTER HOMES, BETTER SCHOOLS, BETTER COMMUNITIES

The following action program represents the thinking of the entire national board of managers, which in turn represents all our State branches and local associations. It is a workable program. That we know from experience accumulated over more than half a century of earnest action and worthy achievement.

Many of the points in this 3-year program will be very closely related to your immediate needs; some may not be quite so closely related. No one expects you to carry out all of it at one time. On the other hand you are probably already working on certain projects emphasized here.

It is for you in the local units to apply the program wisely, to select those points that seem most essential to you at the present time.

Let me repeat here what I said in the closing paragraph of my message in the September issue of the National Parent-Teacher: "As each of us labors where he is, let us all be ever mindful that a local act is a sacred deed, for it moves the great body of the more than 7 million members of which we are a part."

LUCILLE P. LEONARD

Mrs. Newton P. Leonard,

President, National Congress of Parents and Teachers.

ADMINISTRATION ACTION COMMITTEE.

Mrs. ROLLIN BROWN, *Chairman.*

Dr. JOHN HEADLEY.

Mrs. JAMES P. RYAN.

I. BETTER HOMES

A. Emphasize moral and spiritual values to build an America worthy of its heritage of faith in God and of freedom.

1. Stress the need to provide within the home the examples and experiences that will further the child's understanding of moral and spiritual values and make them a real and lasting part of his being.

2. Encourage parents and children to attend church as a family and to co-operate in interfaith and intercultural activities.

3. Urge teacher education institutions to give full recognition to moral and spiritual values in their curriculums.

4. Cooperate with the schools in their efforts to incorporate the teaching of moral and spiritual values not only into all classwork (history, science, literature) but into special and cocurricular activities such as sports, hobbies, and clubs.

5. Plan various PTA programs on articles in the National Parent-Teacher that deal with moral and spiritual values and on the educational policies commission's book, *Moral and Spiritual Values in the Public Schools*.

B. Develop the kind of family relationships that build healthy personalities.

1. Extend the idea that children need ample freedom to grow up as well as to grow older—to act independently, to speak their own minds, and to exercise self-discipline.

2. Promote study-discussion groups that help parents acquire sound knowledge and insight about how children develop and how healthy personalities are nurtured.

3. Encourage lay leadership training programs to supply competent leaders for parent education groups; also encourage professional workers to contribute to these groups as consultants or resource persons.

4. Through the PTA and individual teacher-parent conferences create understanding between home and school, so that parents may become familiar with the child's life at school and teachers with the child's life at home.

5. Cooperate with established agencies to initiate and strengthen family counseling services, including child guidance clinics and psychiatric or mental health clinics.

C. Stress family unity and its importance to our Nation's strength.

1. Highlight the home as the place where children and adults alike experiment daily with the ways of democracy—where they learn, for example, to reconcile conflicts, to strive for common ends, and to understand how one person's actions affect the well-being of others.

2. Since the traditions and ideals of American life are preserved and conveyed by the family, encourage community support of those measures that promote family welfare.

3. Encourage home-centered recreation and creative play, particularly such widely enjoyed pastimes as group singing, shared reading experiences, dramatics, picnics, and parties.

4. Since the kind of future America will have depends more on the quality of America's homes than on any other factor, cooperate with the school, the church, and other institutions to offer or extend courses in human relations that will prepare young people for marriage and family life.

5. Cooperate with health agencies and medical groups that are developing in-service educational programs in which pediatricians, obstetricians, family doctors, and nurses may learn more about counseling parents in the art of child rearing and the psychology of family relations.

6. Urge that court procedures be redesigned to save marriages, whenever possible, rather than dissolve them and that couples seeking divorce have the benefit of a "cooling off" period and of professional counseling. (According to current figures, about 300,000 children a year are affected by divorce.)

II. BETTER SCHOOLS

A. Promote understanding of the purposes and functions of the schools.

1. Focus attention on how much America owes to its public schools—how essential they are to the improvement of our general welfare and the American way of life.

2. Weigh criticisms made of the public schools—interpreting modern methods of teaching the three R's to correct any misconceptions that may exist; explain

how the school dollar is spent and what returns this investment yields in teaching services, equipment, and materials. (No thoughtful citizen wants "just any old kind of education" for his children; he wants the best.)

3. Concentrate on making the school a community center whose grounds, classrooms, auditorium, and other facilities are available after school hours for the use of the community at large.

4. Encourage coöperate programs between the school on the one hand and business and industry on the other, not only in providing work experience for pupils but in building purposeful teamwork between school and industry.

5. Use various channels of parent-teacher publicity to keep the public informed of the events and activities going on in the school and of the work of the board of education.

6. Take advantage of the unique position and services of the parent-teacher association to coöminate the efforts of all those who have the interests of the school at heart.

7. Study the needs of the school through a continuing survey; stimulate interest by having parents and other citizens visit the school to become familiar with courses of study, teaching methods, and textbooks and other aids to learning; and work toward improving every phase of the educational program.

B. Help build curriculums that will prepare young people to live in the complex world of today.

1. Work with school officials to initiate some form of cooperative educational planning (through such groups as lay advisory committees or curriculum survey committees) that will enable representative citizens to discuss and act on curriculum needs.

2. Utilize all channels available for PTA publicity to inform the public about the aims, objectives, and content of the curriculum and to keep the public abreast of new curriculum developments.

3. Remembering the need for a two-way flow of ideas between the school and the community, sponsor open meetings and forums in which parents and other citizens who may not belong to organized groups have a chance to express themselves on the kind of education they want for their children.

4. Recommend that school officials make systematic provision for individual conferences of parents and teachers, not only to talk over each pupil's progress and problems but to pool their ideas on how the school and the home can best work together for the welfare of the child.

5. Encourage school superintendents in their efforts to maintain an "open door policy" between the public and the schools, so that any citizen in the community will feel free to comment on the curriculum and to offer suggestions.

6. Urge every citizen to exercise the privilege of attending school board meetings, to visit the schools, and in other ways to inform himself on the curriculum and how well it meets the needs of our complex world.

7. If the school does not have sufficient funds for up-to-date teaching aids and other materials called for by the modern curriculum, take steps to see that school funds are made available for this purpose.

C. Support up-to-date and realistic systems of educational finance

1. Study methods of taxation that can be used to improve our educational system; recommend that antiquated finance methods be discarded; and cooperate in efforts to make the assessment of property and the imposing of property taxes more equitable.

2. Support a school budget that will meet the goals you, the people, helped set for public education and that will provide necessary educational services. In other words, strive to fit the budget to the educational program and not the program to a limited budget.

3. Work on well-planned school construction programs that will supply needed facilities and equipment.

4. Encourage school board members or administrative officers to interpret the financial program to the general public so that citizens will be assured that their money is being intelligently handled and democratically administered. (In this and other ways counteract unsubstantiated attacks on the schools by groups who are motivated by selfish interests.)

5. Request that reports on school finances, expressed in language that is easily understood, be issued as simple leaflets or pamphlets. (The public will be especially interested in reports on what has been accomplished with funds from school bond issues for which they have voted.)

D. Attract and keep teachers who have the vision, the insight, and the skill to help children and youth utilize fully their natural talents and powers

1. Support the scholarship fund maintained by the State congress to aid highly qualified young men and women who wish to prepare for teaching.

2. Emphasize the need for parents, guidance counselors, and teachers themselves to make young people aware not only of how deeply satisfying the career of teaching can be but also of how gratifying it is to find oneself qualified for so demanding a profession.

3. Urge that teacher education institutions enroll on their faculties the ablest of educators, those who have the ability to inspire as well as to instruct.

4. Increase the prestige of the teaching profession by recognizing the magnitude of its contribution, and give the members of this profession confidence and loyal support.

5. Make every effort to give teachers a feeling of belonging to the community, of being part of its social life, and of having the same personal freedom as that enjoyed by the rest of the townspeople.

6. Arouse the community to the need for recruiting teachers by means of a community campaign staffed by lay citizens.

7. Conduct a careful study of teaching loads in elementary schools and high schools. If teachers are overburdened with too many and too large classes, suggest whatever measures are needed to provide additions to the teaching staff.

8. Assure teachers that through the PTA they have a chance to exercise civic privileges by working vigorously with other men and women for the betterment of their community.

E. Create opportunities for the development of mutual confidence and understanding between the parent and the teacher

1. Advocate study-discussion groups as one of the strongest means of breaking down emotional barriers between parent and teacher and of enabling them together to learn more about the growth and needs of children.

2. Find out what PTA members can do voluntarily to lighten the load of individual teachers, such as assisting with school plays, arranging and conducting student field trips to points of interest in the community, and offering to contribute special knowledge and skills whenever these are needed to enrich the work of a particular class.

3. Plan activities and entertainments in which parents and teachers will enjoy one another's company—for example, talent shows, hobby displays, choral groups, and square dances as well as pot-luck suppers and interesting variations of PTA "social hours."

4. Encourage parent members to invite teacher members into their homes for social activities.

5. Undertake the kind of community service projects in which parent and teacher may work side by side and come to know each other better as persons.

III. BETTER COMMUNITIES

A. Work for effective, coordinated planning and integrated services on the part of all community agencies and institutions interested in the physical, mental, social, and spiritual welfare of children and young people

1. Assist in planning and carrying out studies, both continuing and terminal, to reveal community needs and problems.

2. Help to organize community coordinating councils and in other ways to develop avenues of communication among various groups in the community.

3. Build action programs to meet such community needs as public health services, protective services for neglected and dependent children, improved juvenile detention facilities, and qualified personnel in all services affecting children.

4. Strengthen and coordinate community efforts to combat undesirable influences, such as unwholesome commercial entertainment, the sale of liquor and narcotics to minors, and sex offenses.

5. Establish working relationships with government agencies represented locally, such as the juvenile police bureau, the public health department, the county welfare department, and the recreation department.

6. Promote the programs of youth-serving agencies by interpreting these programs to the community at large and helping to supply needed leadership; encourage service clubs to sponsor projects and activities for the welfare of young people.

B. Maintain a continuing program to develop a greater sense of civic responsibility among all the citizens of the community

1. Bring home to parents the need to accept their full responsibility for the kind of community their youngsters are growing up in.

2. Stress the value of cooperative activities in building civic pride and a sense of civic responsibility; create opportunities for many kinds of worthwhile group experiences, especially those that involve the whole family.

3. Sponsor conferences conducted by and for young people—conferences that will enable them to make their contribution to the life of the community, utilizing to the full those shining qualities that belong to youth: enthusiasm, an awareness of the wonder and excitement of life, imagination, and lack of prejudice.

4. Organize group activities for the discussion of basic issues affecting children and youth—local, State, national, and international. Study and evaluate the efforts that are being made to achieve international cooperation and lasting peace.

5. Emphasize the importance of educating children in citizenship in the home and the community as well as at school; urge parents not only to talk over public issues with their children but to demonstrate by their own deeds how citizens turn civic concern into civic action; and help organize projects in which young people learn at first hand how local government is carried on.

6. See that newcomers to the community are welcomed and made to feel at home, giving them every possible chance to enter into the many-sided activities of community life.

C. Strengthen every PTA so that it may function at the highest possible level and carry on its program with the greatest possible effectiveness

1. To discover sources of strength and weakness in the local unit, send out a checklist to members, analyze the results, and then hold conferences and workshops to discuss the areas that need strengthening.

2. Make a survey of community needs and opportunities for civic service available to parent-teacher units and consult with local resource persons about carrying out such service.

3. Emphasize the constant need for stimulating, worthwhile programs at each PTA meeting—programs that are not delayed by a long business session or by too many entertainment features.

4. Vitalize programs by making full use of the great variety of aids and devices available today—radio and television programs, films, and recordings; group discussion techniques, especially the buzz session; and such resource materials, tailor made for parent-teacher members, as the National Parent-Teacher, Study Discussion Group Techniques, and other national congress publications.

5. Promote training programs that assist parent-teacher workers to assume leadership in local unit activities.

6. Invite district and State congress leaders who live in the community to take part in local unit activities, in order that each member may profit by their insight and their experience in parent-teacher work.

7. Intensify all efforts to bring more men into PTA membership, enabling them to plan and take part in all programs and activities, especially community service projects.

8. Merit the recognition of the community not only by clearly advancing the program of the parent-teacher organization, which includes active concern with local, State, and national legislation, but by engaging in intelligent cooperative planning with like-minded community groups.

The PTA is the community integrator which has the power to unite all the forces and agencies that serve the best interests of children and youth.

Mrs. BROWN. Since the publication of that program, we have cooperated wholeheartedly with the special juvenile delinquency project of the Children's Bureau. We attended meetings of the national organization in November 1952. Dr. Eliot contributed the administration action feature article for our national magazine in January 1953.

The CHAIRMAN. Mrs. Brown, are you familiar with the budget of the Children's Bureau?

Mrs. BROWN. I do not know what was presented today, sir. I believe the budget for the Children's Bureau for administration pur-

poses was in the neighborhood of \$1,525,000 at the last session, with approximately \$30 million to be distributed to the States.

The CHAIRMAN. Do you consider that figure adequate to meet the demands which the Children's Bureau is confronted with?

Mrs. BROWN. No. I should like to refer to the operations of the Children's Bureau a little later.

The CHAIRMAN. All right, Mrs. Brown, we will be very happy to have your observation.

Mrs. BROWN. Thank you. We have recommended to our State congresses in order that they may carry on a program which will carry out the general objectives that were adopted in cooperation with the State presidents that they work for the establishment within their States of a State commission or committee broadly representative of public and private agencies having the general interest in the welfare of youth. We have made specific recommendations to them for the field of delinquency control and have a detailed item in our recommendations for State legislative action, which is their own affair, of course.

At our 1953 convention, we devoted a workshop session to the subject of juvenile delinquency jointly with the National Association of Secondary School Principals for their annual convention, which will be held in Milwaukee next month. We have planned a work session to develop plans for high-school associations and high-school faculties to work together for the solution of some of these attendant problems.

At our coming convention, our national convention in May, we shall devote a general session and three full-blown workshop sessions to flow from there to the general subject of delinquency control. The standing committees whose work is most closely related to the juvenile delinquency prevention project are citizenship, character and spiritual education, healthy school service, home and family life, juvenile protection, legislation, mental health, preschool service education and rural service.

We will assume that we are all working for a good positive program for the prevention of delinquency, but I would like to talk for a few minutes before I close about what constitutes a program to control delinquency after we have the problem upon us as we have today.

We are a little tired of that old cliché, "There are no delinquent children; there are only delinquent parents." We believe it is not true in the first place, that parents are not to blame for all the sins their children commit. Even if it were true, that does not relieve the rest of us of the responsibility to do something to assist both the children and the parents who have problems.

Parents may not actually have committed criminal acts but they may not have carried out their duties as they should. So these are some of the things we think we should find at least available to every community in order to control the delinquency problem.

In the first place, we should like to believe that in every community there would be a family service agency where parents could get some guidance and some case work services to help them with their own problems, because we have to face the fact that many parents are immature and insecure, and until their problems are solved, or at least until they are helped to solve them themselves, they probably will not get along better with one another or do a better job with their children.

We need competent programs for early identification of behavior problems. This could come in a variety of ways, not only through the more obvious way, the guidance and counseling program of the public school, but we should, if we really do a successful job, see that many of the workers who deal with children are able to identify problems at an early stage; not that they are going to be psychiatric social workers, but that they will recognize symptoms so they can refer the case to someone who is competent to deal with it.

We need diagnostic services and treatment services in our communities. These services should involve the families as well as the children. We need protective services for dependent and neglected children which would include foster home care, which would include enlightened guardianship and adoption programs, as well, in some cases. We need flexible school programs to meet the individual needs of youngsters. No matter how flexible the curriculum committee and the administrators might be, no matter how much they might wish to adapt school programs to individual youth, it can never come about so long as our schools are overcrowded and staffed in too many cases with people who have not sufficient education for the job they are attempting to do.

We need a number of varieties of services which I will not take time to go into here, because you have heard testimony from school people. We need programs that will ferret out the causes of school drop-outs. We need work programs supervised in connection with school so children may have an opportunity to learn firsthand whether they really want to go on with further education in order to fit themselves for certain professions.

Those things are being done rather successfully in some places. We need to have special efforts to involve youths who do have difficulty in recreation and group work programs. This cannot be done by a playground director who is trying to look out for several hundred children, or even by the average group worker with the average size group to look after. We need special services indeed to care for difficult groups.

These services might be rendered by specially trained workers in the public agency such as the probation department or they might be carried forward by a private agency. It is being done in both ways.

We need juvenile police officers, the first contact children have with the law, whether or not they are actually delinquent, who have been trained for the work they are going to do. We should not overlook the fact that in some counties the sheriff needs to have one deputy.

The CHAIRMAN. Are you familiar with the training course for police officers in the University of Southern California?

Mrs. BROWN. Indeed I am.

The CHAIRMAN. How does that practice work out?

Mrs. BROWN. It works out very well.

The CHAIRMAN. Do you see that reflected materially in the handling of juveniles?

Mrs. BROWN. Yes, I do. In the competence of the officers who have been trained there it has worked extremely well. It is too bad that those services are not more widely available. After all, Los Angeles is in a rather remote corner of the United States, and it is too far for many officers to be sent, transportation costs being what they are,

and they cannot be spared from their jobs. The only difficulty with that kind of program, if I may digress here, is that it is very difficult if the staff is small to release the officer for in-service training of that kind. Who is going to do his job while he is gone? Some supplementary in-service training program should be worked out.

The CHAIRMAN. Is this training offered to any State or any city?

Mrs. BROWN. Yes; if they pay the fee. Then we also require juvenile court judges who have some concept of the purpose of the juvenile court and some sympathy with the procedures which are acceptable there. They certainly should have legal training, and they need the services of well-prepared, well-educated probation officers.

The CHAIRMAN. Do you believe that the juvenile court should operate in closed sessions and be clothed with secrecy?

Mrs. BROWN. Not necessarily. They should not be thrown open as any courtroom is. But if you mean that the press should be excluded, I do not believe that is necessarily true, because representatives of the press are extremely understanding. It is perfectly possible for them to be present and not betray anyone's confidence, and not give any undue publicity to a case; not give any publicity at all, as a matter of fact. Of course, some judges do not feel that way about it.

Then we need detention facilities that are designed to facilitate treatment and are staffed by qualified personnel. Detention facilities are not going to be used for any extended period of time, but children's education should not be interrupted while they are being detained. Of course, it is not necessary to detain every child who is brought before the juvenile court, but at least the facilities should be designed to assist, rather than deter their treatment.

Psychiatric and case worker service should be available to every detention facility. In some places it is possible for those workers to be attached to the program itself and in other places it is necessary to refer cases.

Then there should be a State school designed and staffed to do a rehabilitation job. They should hopefully in all states have some State agency that has the legal responsibility to give leadership and consultant service to juvenile agencies in the delinquency control field.

Then we need community organizations for a variety of purposes. We need community organizations in the first place at the State level where, as I said at the beginning, there should be a State committee broadly representative of the agencies and organizations interested in youth and wishing to carry on a program for their welfare. But at the local community we need coordination in order to sustain the preventive program. We need to support desirable control procedures. We need to coordinate the identification and treatment services. That of course would be at a professional level. Then we need coordination in order to do a decent job of reintegrating young people in their communities after they are returned from a State training school.

Then we need some community organizations in order to eliminate the exploiters of youth and to control adults whose delinquent behavior is harmful to young people. But communities need help if they are going to do all of these things.

We have been most pleased with the special delinquency project of the Children's Bureau. We have noted with enthusiasm the procedures they have followed in consulting, as they prepared standards for

the several services in the delinquency control field, in consulting with technical experts who were competent to give them advice.

We have been impressed by the way in which they have consulted citizen groups and individual citizens. We hope that this committee will see fit to see that this becomes a division of the Children's Bureau, and that its work does not die after the private funds are no longer available for the purpose, because communities and States need help in a variety of ways, and they need help badly. No matter how interested the members of my organization may be and the members of other interested organizations, and there are many of them and we work closely with them in every community, no matter how earnest we may be, no matter how wishful our thinking, we do need advice and help and it is not always forthcoming from the agencies within our own States, because they need help too. They need help with training programs from the State level clear down to the community. They need help with the operation of services. They need technical consultants to help them with setting up new branches of their services. They need to be helped with studies and surveys.

I do not mean always that some outsider will come in and make a survey of the community. I mean that there needs to be someone who can come in and show the citizens of a community how to go about studying what their needs are. Of course they will have to have some person to help them collate the material and evaluate it.

Then there is a terrific dearth of competent community organizers. We all would like together to fit our communities together so our services would be integrated, and no children fall in the chinks, so to speak. But community organization is a delicate process, believe it or not. It requires some skill and not all laymen have it.

The CHAIRMAN. Have you any specific pattern to recommend to this subcommittee?

Mrs. BROWN. No, I should not like to suggest that.

The CHAIRMAN. I mean with reference to community organization.

Mrs. BROWN. No, because community organization is a process that can be varied somewhat, but is apt to be pretty much of a sameness in its general pattern. Demonstrations of good procedures would be wonderfully helpful. The kind of thing, for example, that the Children's Bureau did so effectively with a program in Colorado for the care of prematurely born infants. As a result of the excellent program set up there with a small amount of Children's Bureau money, it became a wonderful training center for doctors and nurses, and all hospital personnel.

Now I believe as many as possibly 29 States are engaged in the same process, saving a great many lives. Then there does need to be some research. We think we know a good deal about what causes delinquency but we need to know more about what is a good preventive program, and what is a good control program, and we need to have help in integrating the services for our delinquent children with those of other children who have problems, but who are not necessarily delinquent, because they are all related in a way, and on the other end of the scale is also the child who has no particular problem but who does need much the same kind of service.

Thank you, sir; for the opportunity to present the point of view of the National Congress, and my own view.

The CHAIRMAN. Does counsel have any questions?

Mr. BEASER. Just 1 or 2, Mr. Chairman.

Mrs. Brown, how far has the PTA gotten in its campaign to establish statewide commissions on children?

Mrs. BROWN. We carry on our campaign through making recommendations only to our State Congresses. They are autonomous so far as services within their own States are concerned. They are obliged to select the emphasis on their program in terms of what they see as the thing most needed in their own States.

Many of our States have had such committees for a long time. My own is one of those. Then Governor Warren appointed such a committee in 1941, and it is still in existence. Several others were organized in other States before the Mid-Century White House Conference. Many others have been organized since then with the encouragement and help of our State congresses in every case. But we do not push at them and say this is something you must do. There may be something that they must work for first in their communities. Perhaps all their energies are involved in getting enough money to operate their school systems, or possibly there are some other services for children that must be cared for first.

Mr. BEASER. Is that what you had in mind when you said there was need for coordinating bodies?

Mrs. BROWN. A coordinating body at the State level.

Mr. BEASER. These commissions that you are talking about would be that type of body?

Mrs. BROWN. Yes.

Mr. BEASER. You gave a number of needs in the field in relation to delinquency. Would you venture any assessment of where the Nation stands as far as fulfilling those needs is concerned, the needs for juvenile courts, training schools, and so forth?

Mrs. BROWN. No, I do not think I could venture a statement there. You have had before you much more competent witnesses who are supplied with relatively last minute information in that field. We do know, however, that there is a woeful lack of well-trained probation officers. We know that there are many officers in training schools—this is from firsthand observance of our own people—officers from the supervisory level down to the house-mother category, whose appointment has not arisen because of merit, but because of some other consideration, or because the salaries paid by the State are so low that really well qualified people will not take the positions. We have much firsthand evidence of that kind. We know also that there are many police departments without trained police officers, to say nothing of trained juvenile officers.

Mr. BEASER. Are you making any special efforts there in relation to vandalism in the schools? I am talking about the PTA.

Mrs. BROWN. Only in the usual manner in which we cooperate with school authorities. We believe as do most school people that except for isolated cases, these outbreaks of vandalism are committed by children who are mad about something. They have some kind of grievance. We think that vandalism is only a symptom of something much deeper.

Mr. BEASER. Have you any examples of community action sponsored perhaps by PTA in which vandalism has been cut?

Mrs. BROWN. No, at this moment I cannot refer you to any specific communities. In the city of Oakland, for example, however, efforts

were made through high-school associations in that case, because it was clear that the vandalism was committed by high-school youth, rather than elementary-school children, efforts were made to enlist the help of those young people in furthering community projects of one sort or another. They were involved in the expansion of the recreational system and in the development of new services in that system.

We thought there was a relationship between the opportunities for community service and greater interest in public property. There was a falling off of vandalism in that case. It had even gotten to the place where theaters were practically destroyed during the course of the showing of a motion picture.

Mr. BEASER. That was done by enlisting the cooperation of the children themselves?

Mrs. BROWN. Diverting their interests and energies into other fields which is probably as good a way as any for that particular kind. Also it has been discovered in many places that if the leaders of the groups, if the vandalism is committed by groups, can be involved in worthwhile programs, the rest of the group will come along. But the individual outbreaks are usually symptomatic of some deep grievance the youngster has.

Mr. BEASER. Do you find you are able to reach the parents of delinquent children through membership in PTA?

Mrs. BROWN. Sometimes.

Mr. BEASER. Are they likely to be the nonmembers of PTA?

Mrs. BROWN. Sometimes they are nonmembers and sometimes they are not. Some parents of delinquents are not particularly withdrawn and do come to school and are quite blithe and lighthearted about the delinquent acts of their children. They are probably more difficult than those who stay away and who have to be sought out. It is true just as in church there are few of the people who should be getting the slings and arrows tossed at them by the pastor, so in the parent-teacher meeting there are often not some of the people we would like to reach.

However, it is possible to reach some of them through the work done by our room representatives who in many cases can be persuaded to call upon even the more difficult parents of the children in the room in attempting to solicit their interest in programs going on in the school and opportunities to become more closely associated with teachers, and so on. But often those parents are not available and must be sought out by people with some authority.

Mr. BEASER. Have you any general suggestion as to how this subcommittee might proceed, or assist in the problem?

Mrs. BROWN. You are going into many, many communities where I hope you will have described to you in some detail some of the excellent programs going on. I hope, as I said before, also, that before this committee completes its work, which I have an idea will go on for many months to come, it will seriously consider the possibility of the establishment of a delinquency division status in the Children's Bureau so that the work which has been done so far will not be lost, because unless workers in other fields would be diverted or replaced, it would not be possible with the present budget to carry on the work.

The CHAIRMAN. Mrs. Brown, would you recommend that this subcommittee hold hearings in California?

Mrs. BROWN. Yes, I hope you will. I had read you are going to come to Los Angeles. I am sure the mayor would like to have you. He has lately been in the House of Representatives. I feel sure that the chief of police would like to discuss the "gang" problem with you, because you would find that it has been blown up out of all proportion to actual fact.

We would like you also to know that children of foreign heritage are not necessarily the delinquents in the community, although sometimes they are unfortunate enough to be involved in highly publicized circumstances. I hope you do come to California. You will see some thing you do not like at all, and we can point out some things we do not like, but you will find many things of which you will approve.

The CHAIRMAN. Thank you. I assume from your statement here today that you have been following the activities of this subcommittee, and the work of the subcommittee generally?

Mrs. BROWN. I know what your purpose is, yes.

The CHAIRMAN. Would you care to suggest any procedures that might enhance the work of this subcommittee, or do you think we have pursued the proper course as nearly as possible?

Mrs. BROWN. I do not believe I could comment on your procedures, because I have not the opportunity in California to follow them as carefully as I might have. But I am sure that you have taken pains to see where you have been out of the city that testimony of a wide variety of agencies has been presented to you, and that you have sought the opinion of citizens who support or fail to support such programs. I think that is highly desirable, too, but I would hesitate to comment on what you have been doing.

The CHAIRMAN. Thank you, Mrs. Brown.

Mr. Brownell, our commissioner of education, in his statement here last week, indicated that one of the great needs was the need for more schools or additional schools and additional teachers. I assume that you agree with the commissioner?

Mrs. BROWN. I am afraid that is going to be our song for some little time to come. We have a terrific bulge in the elementary school now, and it is going to hit the high school before long. Yes, that is true.

The CHAIRMAN. How do you feel about Federal aid to education?

Mrs. BROWN. The National Congress policy which is arrived at with the approval of at least 30 State Congresses is in favor of Federal aid for education.

The CHAIRMAN. Does counsel have any further questions?

Mr. BEASER. I have no further questions.

The CHAIRMAN. Mrs. Brown, on behalf of the subcommittee, I want to express our heartfelt thanks to you today. I know you have come all the way from California to furnish us with this very interesting and enlightening story that you have told us.

Mrs. BROWN. Thank you very much.

Mr. BEASER. Mr. Owens.

The CHAIRMAN. Mr. Owens, we certainly welcome you here today. Will you state your name, occupation, and address for the record, please?

STATEMENT OF JOSEPH D. OWENS, KANSAS CITY, MO., NATIONAL YOUTH ACTIVITIES DIRECTOR, VETERANS OF FOREIGN WARS

Mr. OWENS. My name is Joseph D. Owens, and I am the national youth activities director for the Veterans of Foreign Wars.

The CHAIRMAN. Do you live in Washington?

Mr. OWENS. No, sir, I am living in Kansas City, Mo.

The CHAIRMAN. And you have come all the way from Kansas City to help us here today?

Mr. OWENS. I have been in the East on our conferences with our youth directors, and when your representative called me last week, he asked if I could come down, and we made arrangements for that.

The CHAIRMAN. Thank you for coming, and being with us today. Do you have a prepared statement?

Mr. OWENS. Yes, sir, I do.

The CHAIRMAN. Do you want to present it as a prepared statement, or would you want to summarize it?

Mr. OWENS. I would like to read it, if possible.

The CHAIRMAN. All right, sir; you proceed in your own manner.

Mr. OWENS. The VFW has been deeply concerned with the increase in juvenile delinquency and for a number of years has been keenly interested in promoting youth programs which will benefit our youngsters and the communities in which they live. Today over 6,700 VFW posts are actually conducting such programs.

The youth-activities department the last 2 years has attempted to show the more than 15,000 VFW posts and auxiliaries that the place to first combat delinquency is in the home. Programs designed to bring the families of our posts and those in the community closer together have been constantly stressed. Our posts are encouraged to organize and supervise cub packs, Scout troops, athletic teams, teenage canteens, and any other activity which would tend to bring the adults and the youngsters into a closer relationship. Unless family units are strong the problems of juvenile delinquency will continue to mount.

We are cognizant that a great many of our active programs are concerned with the normal youngster. Quite often the delinquent comes from a family which is not closely knit and very likely will not be reached or included in any of our programs. We have recommended to our posts that they be on the lookout for such boys and girls and make every effort to induce some of these children to take part in an organized program. Through cooperation with the social agencies many of our posts have succeeded in reaching some of these boys and girls.

Certainly one of the contributing factors toward delinquency is that of idleness. An organized youth-activities program such as the one the VFW has recommended to its posts will go a long way in reducing the opportunity for idleness.

Our office is constantly asked, "What programs should my post follow in the struggle against delinquency?" The reply which we make suggests that posts try to create adequate play space and increased recreational facilities for their communities. A number of year-round municipal recreation departments hold their origin to concentrated action on the part of a post acting in the interest of the community. Swimming pools, youth canteens, and playgrounds, large

and small, have been built and supervised by community service-minded posts.

It is also suggested that organized athletic and recreational programs can be conducted by the post. We issue detailed information on these programs advocated for adoption by our posts.

It is a known fact that delinquency is increasing in rural areas. Eighty percent of VFW posts are located in these rural locations and are in an excellent position to assist the smaller communities by taking an active part in organizing programs, or volunteering services of veterans who have the welfare of youngsters at heart, and who are willing to give freely of their services.

The CHAIRMAN. Is there any way you can explain that increase in the rural areas?

Mr. OWENS. No, sir. I am not too sure about that. I have been taking the statistics from some material available to us.

The CHAIRMAN. The subcommittee is conscious of the fact that what you say is entirely correct.

Mr. OWENS. The shorter workday on the farm might be a possible answer to that.

The CHAIRMAN. We would like to find the causes.

Mr. OWENS. In 1947 the VFW embarked upon a national community service program that has had a real impact on American community life. VFW members feel that it is their responsibility to help make their communities better places in which to live. Last year 307,000 of these projects were recorded. Listed below are a few dealing directly with the problems of juvenile delinquency.

1. One post established a junior police force with cooperation of local law-enforcement authorities. This provided the boys with interesting, constructive, law-abiding activities. The police instructed, drilled, and deputized the youngsters. The boys were given roles in traffic safety and law-enforcement campaigns.

2. Another post had a number of veterans who served as friendly advisers to youngsters who had scrapes with the law.

3. A post conducted a campaign in its community to provide separate quarters for young juveniles when they were arrested, so that they would not be in close contact with hardened criminals.

4. Several posts in the metropolitan areas solved a youth gang warfare problem by inviting boys into the post home and providing them with athletic and recreational facilities. These are just a few of the many ways in which our posts are trying to combat this increase in delinquency.

Last year following a meeting with Dr. Martha Eliot, Chief of the Children's Bureau of the United State Department of Health, Education, and Welfare, we urged posts to participate actively on the local level with regard to raising the standards of practice and services connected in the handling of delinquent children.

Posts were urged to seek the cooperation of other agencies in the community and to try to determine the major factors that were contributing to the delinquency in that community. We would like to point out that it was recommended that the surveys and investigations in the community be conducted by qualified personnel. We were fully aware of the dangers of poorly conducted community surveys.

The attack on the problems of delinquency requires coordinated community effort by all community youth serving agencies. The sur-

vey results and the consequent public action should be tackled by all groups, the schools, the courts, the home, social agencies and recreation commissions and departments.

The VFW is campaigning against obscene literature. At its 54th national encampment in Milwaukee the VFW adopted resolution No. 261, which says:

RESOLUTION 261—TO ELIMINATE OBSCENE LITERATURE

A congressional committee has disclosed nationwide dissemination of lewd, indecent, obscene comics, magazines, and pocket-sized books glorifying crime and the criminal, engendering disrespect for law and order, glamorizing bloodshed, violence, sex, perversion, polygamy, and narcotic addiction. The VFW urges that all VFW posts help eliminate such literature in every community.

Charles Daugherty, chairman of the VFW National Americanism Committee and chief justice of the Cook County, Ill., Criminal Court, is taking the lead in the campaign against objectionable literature. He states:

As the chief justice of the criminal court of Cook County, I am disturbed by the increasing number of teen-age defendants who are brought before me each day to be arraigned on all types of felony indictments.

I am well aware of the fact that from a legal standpoint little can be accomplished in abating these publications, but I believe that if all of our post commanders could be made aware of this growing evil and a sincere effort made by all of us to educate the public generally of the prevalence of this type of literature much good could be accomplished.

If all of the State chairmen of the Americanism Committee would interest their various post commanders in this work by engaging law-enforcing officers of their community, parent-teacher associations, etc., in their town or city, and inviting ministers, priests, and rabbis of various churches to devote at least one sermon throughout the year to the menace of this type of literature, it would be a step in the right direction.

I don't mean to imply that all of juvenile delinquency is chargeable to this source, but from my investigation of the cases appearing before me I know that it is one of the contributing factors.

As a result of this resolution and the action of the Americanism committee, posts all over the country are working to bring the problem before the citizens of their communities.

Currently the VFW is cooperating with the National Citizens Committee for Educational Television (Washington, D. C.) in order to boost the number and quality of instructive TV programs in all communities. Our posts are requested to offer local TV stations the support of the post and its auxiliary.

Summing up this report, we would like to state that the VFW youth activities program is dedicated first to the purpose of education in good citizenry and its obligations. The development of an adequate community recreation program and facilities is another major objective. We fully realize that the problems of juvenile delinquency are too many and too varied for one organization to contend with, and that programs for juvenile delinquents require trained personnel and special facilities. We feel that the role of a national organization in this field calls for complete cooperation, volunteer leadership, and facilities where possible.

The following specific recommendations are presented by the Veterans of Foreign Wars of the United States to this committee for their careful thought and consideration:

1. That the findings of this committee be published and disseminated to all national organizations dealing with youth, in order that the local units may be informed and have access to information that may help them in their youth program plans.

2. That our local government and State legislatures review their existing legislation concerning the handling and care of juvenile delinquents, and that careful consideration should be given to the possibility of adopting the standards of practice as recommended by the Children's Bureau of the United States Department of Health, Education, and Welfare.

The CHAIRMAN. At that point would you care to comment on the advantages which could flow from uniform State legislation? Do you understand what the Chair means?

Mr. OWENS. Yes; I do. Certainly there are some States that are very lenient, and others that are perhaps more stringent. It certainly, I think, would be a fine thing to have that normal situation throughout the country. I think standard legislation would be helpful.

The CHAIRMAN. Thank you. I am sorry to have interrupted you.

Mr. OWENS. That is perfectly all right, sir.

3. To consider the advisability of requesting the radio and television industry to carefully evaluate the potential impact of programs that might contribute to juvenile delinquency, and for the industry to establish a code with the advice and consultation of civic groups.

4. That the work of the Gathings committee be continued and that community groups continue their campaigns against obscene literature.

5. The Veterans of Foreign Wars of the United States has always cooperated on local and national levels with other community agencies with regard to youth programs, and we wish to invite the cooperation of all groups. We realize the magnitude of the problems and know from experience that the winning of this battle will call for cooperation of the highest degree.

The CHAIRMAN. Mr. Owens, the Chair, speaking for the whole subcommittee, wishes to thank you for being here today, and commend you for that fine statement. Your recommendations will have great weight with the subcommittee. As a comrade also, I want to thank you.

Mr. OWENS. Thank you, sir.

The CHAIRMAN. Does counsel have any questions?

Mr. BEASER. Just one.

Mr. OWENS, you say that some time back at the request of the Children's Bureau or in cooperation with the Children's Bureau you sent out some information to your posts and asked them to take some action.

Mr. OWENS. Yes.

Mr. BEASER. Have you received any reports from your various posts as to what has happened?

Mr. OWENS. We have had some. Some of our legislative chairmen have worked in their State legislatures. There would probably be at least 3 or 4. You realize, of course, that we deal with volunteers. We sent this information out and we sincerely hope they use it and it takes a long time for us to get any evidence that things are working. But we feel that our program is moving along.

For instance, last year we handled better than 2 million youngsters. Where in the past our program had been originally designed for a national tournament level we have gone away from that, and we are trying to emphasize the youth activity program on the local level. We still run three national tournaments, but all our emphasis now is on the local level.

The CHAIRMAN. Did you keep records of all those cases, Mr. Owens?

Mr. OWENS. Yes, sir, I have them.

The CHAIRMAN. They are centralized in the central file?

Mr. OWENS. Yes, sir, in our national headquarters at Kansas City.

The CHAIRMAN. What was the general nature of the offenses in all those cases?

Mr. OWENS. I am not sure that I completely understand you, Senator. This is in line with the counsel's question?

The CHAIRMAN. Yes.

Mr. OWENS. There were no particular offenses. It had to do with legislation in the various States. For instance, local ordinances as to the detention of a youngster, how the children were handled when they first came in contact with the police. There were no particular offenses, but it was in an effort to raise the standards in the community with regard to handling these youngsters that come in contact with the police.

The CHAIRMAN. In other words, what you did had impact on what, did you say, 2 million children?

Mr. OWENS. Yes.

Mr. BEASER. Have you any general suggestions other than those that you have given as to what this subcommittee might do?

Mr. OWENS. Nothing with the exception of this; that many national organizations, such as ours, do deal primarily with volunteers and I think we are stepping out of our field when we go into the problem of delinquency, that is, inviting delinquents into our program. Most of our programs do not get the delinquent youngster. He may not be interested in basketball or marble shooting or something else. We feel probably our best bet to help in this field is in focusing public opinion on the program and providing these other facilities so that the normal youngster will be taken care of. That is the feeling that I speak for in my national committee on that particular subject.

Mr. BEASER. Do you have any project under way whereby you might revise your program to attract the delinquents?

Mr. OWENS. No, we do not, for the simple reason we would not have the trained personnel. Most of our fellows are veterans or former coaches or fellows interested in athletics. They have some difficult problems facing a delinquent. They could do a job and many of them have, as I indicated here, in 3 or 4 different cases. But it may be there that some of those fellows had some training in the particular field.

Mr. BEASER. No further questions.

The CHAIRMAN. In other words, your objectives were aimed at juvenile delinquency prevention?

Mr. OWENS. That is right.

The CHAIRMAN. I think I have no more questions. I will certainly carry your message back to my post commander.

Mr. OWENS. Thank you, sir.

The CHAIRMAN. Miss Carraway, will you for the record state your full name and your occupation and your address?

**STATEMENT OF MISS GERTRUDE S. CARRAWAY, NEW BERN,
N. C., PRESIDENT GENERAL, DAUGHTERS OF THE AMERICAN
REVOLUTION**

MISS CARRAWAY. I am Miss Gertrude S. Carraway, of New Bern, N. C., president general of the National Society, Daughters of the American Revolution.

THE CHAIRMAN. The subcommittee welcomes you here today, and we are very proud to have you here.

MISS CARRAWAY. I have a prepared statement, Senator, but I hope to have a few interpolations and illustrations and will try to answer any questions that you might want to ask at any time.

THE CHAIRMAN. You treat with this vast subject in your own way.

MISS CARRAWAY. At the outset, I would like to say I am not an expert or authority, but I do think we have 1 or 2 ideas here that might be used to advantage elsewhere in dealing with this problem.

Thank you very much for inviting the Daughters of the American Revolution to express their views on the future welfare of the youth of our Nation.

It is our preference to talk in general about the future welfare of our boys and girls in America rather than specifically about so-called juvenile delinquency because, in our opinion, formed from long experience in youth work, there is much reason to have confidence and faith in American young people.

Furthermore, we feel, by having so many persons make the mistake of continually terming boys and girls as "delinquents," and stressing so frequently in public talks and print the prevalence of youthful transgressions, the problem is magnified and, to an extent, glorified, with the result that some of the boys and girls seem to think that it is smart and makes them more outstanding and popular to be thus publicized.

Even juvenile delinquents, we believe, are not actually delinquent. Nor should they be blamed too much. It is often their parents, teachers, and citizens in general who are delinquent, literally failing in duty in not emphasizing sufficiently our rich heritage as Americans and the vital necessity of good citizenship in order to protect and preserve our great constitutional Republic.

One of the reasons perhaps that there has been an increase in youthful delinquency is because many schools and homes have failed to teach to children that natural love of country and pride in national patriotism which provide for them the necessary foundation for their wanting to be good citizens.

They hear much of their rights, but far too little of their obligations. To appreciate their advantages and opportunities, it is essential that they realize and recognize their responsibilities as debts they owe their community and country in return for their blessings; for, unless citizens perform the duties of citizenship its benefits cannot be assured and preserved.

Accordingly, Daughters of the American Revolution believe in positive programs and affirmative approaches to such problems. In military parlance, the best defense is a strong offense. Again, in the words of the old proverb, "An ounce of prevention is worth a pound of cure."

In this theory, Daughters of the American Revolution for many years have sponsored manifold youth programs in constructive Americanism as the best way to prevent delinquency and crime. How can a

lad be expected not to be delinquent in his duties if he does not know what those duties are?

Our young people will be better citizens, we are confident, if they understand and value the qualities of good citizenship. Even delinquents, we have learned, respond nobly to calls for patriotic action if they are shown the need, just as their older brothers rally to the calls to defend our flag of the United States of America when it is endangered by enemy fire.

Daughters of the American Revolution thus work for better citizenship among young people from three approaches; historical appreciation, of the past; patriotic service, in the present; and educational training, for the future.

In only eight States of our Union are courses in American history, the Constitution and the Declaration of Independence in public schools and colleges made mandatory by law. In many of the other States a pupil can enter college without ever having studied United States history. We are doing our utmost to get more history taught to our young people. Every one of our 2,752 chapters is expected each year to stress in some way history in our schools.

We have a beautiful DAR Museum at our headquarters here in Washington. From time to time classes of school students are taken there to see and learn about the priceless relics of Colonial and Revolutionary eras. We find that even the roughest boys in these groups show a deep appreciation of fine things. If young people, as well as adults, know more of our history, they will be much more apt to be better citizens today by emulating the finest examples of older patriots, and thus being worthy of their heritage and willing to do their part to pass it on, intact and untarnished, to later generations.

We have some charts here just showing some of the pictures of these boys and girls who come down to see these projects. Just this one picture, if you will notice, these girls and boys standing before the portrait of Martha Washington. It does them good and it is bound to be of interest and inspiration to them. Next week we have 106 children coming in one group and on April 3 we are keeping our museum open on Saturday, which we usually do not do, so the members of an orphanage here in Washington can come to get the inspiration that we think they get from that.

The CHAIRMAN. I hope you will bring some of those children over here to the Capitol to see this historical chamber we are sitting in.

Miss CARRAWAY. Some of our chapters are doing that. One chapter is taking the school children to the Archives Building. They are doing that. It is just along our line. Every chapter is supposed to do some one thing at least along that line to make them appreciate and understand our historical heritage each year.

For patriotic service in the present, we have national committees on Americanism, national defense, correct use of the flag, advancement of American music, American Red Cross, American Indians, conservation, and DAR good citizens. Thousands of flag codes are distributed by our members. Last year we presented 42 United States flags in the District of Columbia alone, with emphasis on the fact that the flag must be protected and preserved.

We have a picture here of one of the flags we gave to a Boy Scout troop last week over the television program of Mr. Mark Evans. It is just many of those that we give. This shows the different work

in the hospitals and things of that sort that we are trying to do to teach the boys and girls how to be better patriots and how to be better citizens.

Of course when we present a flag we always stress the importance of its protection and the need to preserve it, and love it.

Our DAR Manuals for Citizenship, which we have had printed in 18 languages through the years, are distributed by the thousands. They are considered the finest compilations of American doctrine and philosophy.

Good citizenship medals were given last year to 2,138 boys and girls for demonstrating qualities of honor, scholarship, courage, service, and leadership in schools and communities. We think that encouraged them to be better citizens. Each year we award DAR good citizens citations to the outstanding girl seniors in accredited high schools for dependability, patriotism, scholarship, service and leadership. During the last 3 years the number totaled more than 23,000. A \$100 bond is annually given each State winner.

Under our objective of educational training for the future, we sponsor numerous youth programs in constructive Americanism and patriotic education, as the best way to prevent delinquency and crime, to train boys and girls to take responsible roles in our Republic and appreciate the ideals on which our Government was founded and which have made it so strong and so great.

Our student loan funds have enabled thousands of young men and women to obtain higher education. Many of them have attained success in arts, professions, and industries. Our loan funds now aggregate \$350,000.

Through the Children of the American Revolution, cooperation with Boy Scouts, Girl Scouts, Girl Home Makers, and numerous other organizations, we have tried through the years to inculcate the requisites of good citizenship.

One of our chapters had a clinic and children with problems would go there once a week to try to work them out, and they can prove they have prevented crime after crime by settling the trouble that this young chap was in or the need for something that he wanted.

Junior American Citizens Clubs—and that is the chief way we deal with youth—open to all children, have been organized all over the country, to teach justice, Americanism, and character. Last year there were 6,666 JAC Clubs, with 245,275 members in training as better citizens. Only recently in the District of Columbia an assistant principal of one of the junior high schools recommended the establishment of many more Junior American Citizens Clubs as the best method of preventing juvenile delinquency. She spoke from experience and direct observation, and we were glad to get this first hand report on the value of the principles we are following.

Daughters of the American Revolution own and maintain two schools for children in the southern Appalachians who might not otherwise have any chance for education. The superintendent of one of the schools, located at Tamasee, S. C., wrote us last December.

I think this is truly a remarkable tribute to that school and the work we do there. He said:

We have kept in fairly close touch with the graduates, and, so far as we know, not a single one has committed a crime or an offense unbecoming to a good citizen.

That really is a good record. There are 1 or 2 pictures of the boys and girls that we have educated through the years. That has been one of the schools that we have had in force and operation since about 1924, and it has raised the standards of that whole community.

The CHAIRMAN. What is the capacity of the school?

MISS CARRAWAY. There are 200 boarding students, over that. About 240 this year that we board. Then others come in as day students to the school.

The other school that we own, Kate Duncan Smith, at Grant, Ala., during its 30 years of operation has had 15,000 students and graduated more than 300 who have had excellent records of outstanding careers and leadership in their respective communities. In the last 3 years the Daughters of the American Revolution have contributed more than \$1,300,000 to our own 2 schools and to 11 other schools approved by the national society.

To the Daughters the operation of these two schools is one of our most heart-warming and gratifying experiences. We love the schools and we love the children in them.

It is one of the most outstanding human-interest things that we do with all the many fine objectives we have.

Time will not permit us to detail many individual life stories of our graduates, but I would like to tell you a few.

We have one fine family of 4 boys and 5 girls, all Tamassee graduates, who were lifted from utter despair by Tamassee. The father of the family drowned and the mother and children were living in a ramshackle mountain home in an isolated section. Naturally the mother was desperate.

We took the 3 older children into Tamassee—a boarding school—soon after the father died. Then 1 by 1 the others also came. Finally, all but 1 graduated from Tamassee.

By the way, the word "Tamassee" means the Sunlight of God.

Today we find 1 of the boys managing an insurance business, living in an excellent home, married to a Tamassee graduate, with 2 wonderful children. He is president of the recently organized Alumni Association of Tamassee.

Another brother, when graduated from Tamassee, was looking for a job and the only thing they had available was dishwashing. He said he would take that. Pretty soon he was keeping the records and doing other odd jobs. Today, he is one of the managers of this large powerplant. He has furnished a nice home, has a car, wife, and two children. In addition to working his 8 hours as one of the managers of the powerplant, he has bought a small farm where he spends other hours to advantage.

A third boy of this family is in charge of the shipping department in a large textile industry. The fourth boy, the youngest of the group, is now employed in the same textile plant. Of the girls, the last one married this year. One went to college, while the others married soon after graduation. They are fine looking women and homemakers and a blessing to their families.

Many boys and girls have graduated from Tamassee who were too old to fit into a regular school. We had one girl who was 20 but had only finished sixth grade. She decided to leave her tiny mountain home and come to Tamassee.

One day the superintendent had a letter from her stating that if she could be accepted at Tamasee she would plant a pea patch and give all the proceeds to the school. This she did. The amount she gave, of course, was small but the idea was wonderful.

After she graduated from Tamasee she wanted to enter college. A work scholarship was secured. The college offered a donation. Through a fund left by a noble woman, she was granted help through her college career. Before graduation, one of the large 10-cent stores was looking for a person who could establish the lunch counters found in these stores. The college recommended her, and after taking this course, she began her work in earnest. She helped establish lunch counters in at least a dozen of the largest stores in the South, and then she was offered a position with a large chain of hotels, but, about this time she had fallen in love with a young man in the State and so she accepted a position as an assistant dietitian at the State University. Later they were married and last May at the commencement she was here with her husband and two beautiful children.

The children who come to Tamasee really want an education.

One of our girls—of whom we are very proud indeed—was scarcely more than 13 years old when she decided to come to Tamasee. She was living back in the vastnesses of the Blue Ridge Mountains of North Carolina but she wanted an education so desperately that she set out on foot on a 40-mile hike to reach the school, in the faith that she would be taken in when she got there. She was.

We have ample evidence that the residents of Gunter Mountain really love and appreciate our Kate Duncan Smith School.

A few months ago I attended the annual dedication service at Kate Duncan Smith School in Alabama.

Many of the alumni were on hand for the dedication. One was Elmer N. Wright, sanitarian for the DeKalb County Health Department, who was graduated from Kate Duncan Smith in 1936.

Mr. Wright, whom the Huntsville Times described as a prosperous looking man in his early forties, said frankly yesterday that had it not been for the DAR school his education, in all probability, would never have exceeded the elementary grades. And he recalled several classmates whose lives were similarly affected.

Perhaps the members of the committee would like a first-hand report from a former member of Congress on just how the DAR educational principles, as worked out in their schools, contribute to the betterment of the community.

I will read if I may a letter from Hon. Joe Starnes, Guntersville attorney and former representative from Alabama.

I have watched with pride and interest the expanding influence and usefulness of the Kate Duncan Smith DAR school at Grant. It was my privilege to act as attorney for the people of the community and the county board in drafting the deeds, preparing the abstracts and obtaining a transfer of the original 100 acres deeded by the citizens of the community to the Daughters of the American Revolution upon which the present school plant is located. It was scarcely 2 years since I graduated from law school of the University of Alabama that these events transpired. All of us have marveled at the transformation made in the life of the community, social, economic and spiritual. We have a social order in the mountain territory served which has been leavened by the continued mental and spiritual development of the childhood of the area. Improving farming methods and housekeeping methods taught at the school have added to the income of the good people served by the school and made home life more attractive to their families.

The moral and spiritual forces of the community have developed a fine civic consciousness. This is evidenced in a number of ways but I have noted the following in particular: (1) The unusual interest taken in the affairs of Government and the fact that Grant is now the fifth largest voting precinct in the county; (2) The good people of Gunter Mountain cheerfully assume their duties and responsibilities toward the State in serving on juries; (3) An improved road network on the mountain; and (4) most striking is the fact that 30 years ago approximately 50 percent of all the criminal cases tried in the circuit court of this county each year were from the area. Now we rarely find the name of a defendant on the criminal docket from the area.

In other words, we believe juvenile delinquency and crime might be prevented by education and teaching the children what the duties of good citizenship are.

These instances, but a few of the many we might cite, show how patriotic education can prevent so-called juvenile delinquency. If our young people are imbued with the standards and ideals of Americanism, there will be no fertile soil in their lives and hearts for the seeds of communism or any other alienism, or crime and corruption.

As a former Communist stated before a congressional investigating committee, if she had been taught more Americanism and American history and more about the United States Constitution and Declaration of Independence, she would not have turned to communism but would have been a good American citizen. That was Elizabeth Bentley.

To sum up, the National Society, Daughters of the American Revolution has faith in the youth of America and confidence in their future in our great country.

If we love and cherish our children they will love us and in turn love their own State and their own country.

We specifically recommend that each State in the Union teach American history and also its own regional State history. We urge an increase of patriotic effort in the already growing field of audiovisual education which of course takes in everything from postcards, art galleries and museums to television. And we recommend that any youth program include the idea of self-help. Let us be sure to think in terms of helping young people help themselves. We can go forward together, with positive programs of constructive Americanism and patriotic education.

Thank you very much, sir.

The CHAIRMAN. Thank you, Miss Carraway, for this very fine statement. I know it will be very helpful to the subcommittee as they later go into the more difficult part of their problem, that of writing the report.

I want to say I enjoyed your statement very much, but I am going to have to scold Mr. Hendrickson for not telling me more of the things your great organization is doing.

Miss CARAWAY. You know, Senator, so few people know about that. They know a great deal about Constitution Hall, shall I say, but so little about our educational, historical, and patriotic work.

The CHAIRMAN. She has been hiding your light under a bushel, I am afraid.

Miss CARRAWAY. That is right. You tell her to know more. We have some charts and some pamphlets, anything that you want to ask about, or more information on, we will be glad to give you. Is that all, sir?

The CHAIRMAN. Thank you very much.

Mrs. Brown, you did not discuss the subject of religion at all. Do you think a great deal of this trouble comes from a lack of religion?

(Mrs. Rollin Brown, see p. 508.)

Mrs. BROWN. Yes, I do. You remember I said I will spare you the details of our positive program of delinquency prevention, which includes the emphasis on spiritual values, which necessarily means that many young people would be given many opportunities to have religious faith and spiritual experience. I did not tell you all of the things that we were doing to keep good children good and to prevent children from becoming bad.

The CHAIRMAN. We will next hear from the American Parents Committee.

STATEMENT OF GEORGE J. HECHT, PUBLISHER, PARENTS' MAGAZINE, AND CHAIRMAN, AMERICAN PARENTS COMMITTEE, INC., NEW YORK CITY, READ BY MRS. ADA BARNETT STOUGH, WASHINGTON, D. C., EXECUTIVE DIRECTOR, AMERICAN PARENTS COMMITTEE, INC.

Mrs. STOUGH. I am Mrs. Ada Barnett Stough, executive director for the American Parents Committee. My committee is headed by George Hecht, who is chairman of the committee, and also the publisher of Parents' Magazine. He wrote this statement and expected until the last minute to be able to come here and give it himself, and perhaps answer your questions if you had any, more ably than I. Unfortunately he was detained, and with your permission I will read it.

The CHAIRMAN. You may proceed.

Mr. STOUGH. Last year more than 1 million youngsters were picked up by the police, 350,000 of them were brought before our juvenile courts.

The Constitution of the United States declares that Congress should provide for the general welfare. Unquestionably juvenile delinquency should be a matter of national concern. The extent of the recently increasing rate of juvenile delinquency makes Federal action on the matter imperative. The Federal Government cannot stand by and say that juvenile delinquency is a matter exclusively for State and local action any more than it can stand by and say that venereal disease, tuberculosis, construction of roads, forest protection, or slum clearance are exclusively matters of State and local concern. In all of these areas, and many others, the Federal Government makes Federal grants-in-aid to the States to help them do important work in the national interest.

So much has already been written and testified to before your subcommittee as to the causes of juvenile delinquency that I will not take up your time to express my ideas as to causes. But I shall devote the short time allotted to me to present my thoughts on what action should be taken by the Federal Government to meet this problem.

First of all, I believe that there should be an agency of the Federal Government officially designed to concern itself with juvenile delinquency. Some people have suggested that an independent agency be set up to be known as the institute on juvenile delinquency and others have suggested that this problem should be put in the lap of the Federal Bureau of Investigation. In my judgment, this is a responsibility which should be placed in the hands of the United States Children's Bureau in the Department of Health, Education, and Welfare.

For the past year and a half the Children's Bureau has conducted a demonstration as to what might be done in the field. This demonstration has, in my judgment, been outstandingly successful. The demonstration has been, however, supported entirely by private funds—contributions made for this purpose by several charitable foundations and a few public-spirited individuals. The private financing of this demonstration will expire in June 1954. I think it is all wrong to expect that a continuing activity of the Federal Government should be financed by privately contributed funds.

I believe that the United States Children's Bureau is the logical and best qualified agency of the Government to direct from the Federal level a vigorous campaign to prevent and reduce juvenile delinquency. It has trained and qualified staff which knows the problems of children, the conditions of child life, and the frequent inadequacies of parents and local agencies in dealing with juvenile delinquency problems. Adequate funds should be voted by the Congress to enlarge that staff—to finance not only continuing studies of the causes of juvenile delinquency but also an active program of aiding the States to prevent it and reduce it. Repeatedly the Children's Bureau has asked for funds for this purpose, but they have never been forthcoming. This is shortsighted economy. Money spent by the Federal Government in preventing and reducing juvenile delinquency will be made up for many times over in reduced expenses in maintaining jails and mental institutions in which many of the juvenile delinquents end up.

Here are some of the purposes for which I think Federal funds should be given to the Children's Bureau:

1. To collect and digest all the local, State, and national studies that have been made as to the causes of juvenile delinquency and the best ways of preventing it. To be able to conduct on its own additional research as to causes. It is plain on the face of it that if we knew more about what makes young people delinquent we could more successfully prevent such delinquency.

2. As I understand it, the Government now gets incomplete figures on the extent of juvenile delinquency, and they come predominantly from the largest cities. The Children's Bureau ought to have the facilities for collecting reliable, continuing, nationwide statistics to be able to determine the areas where the rate is high. Then it will know where the greatest effort should be concentrated. It will be able also to observe how conditions have been improved in areas where there has been improvement.

3. One of the main ways of preventing delinquency is through the education of parents on how to understand their children and how to handle and direct maladjusted children and deal with their problems. The Children's Bureau has very limited funds to issue such pamphlets. There are many other methods of parental education, such as motion pictures, radio, and slide films for schools and mothers meetings. All of this media the Children's Bureau could use more effectively if it had more funds to expend for such activities.

4. The Children's Bureau and the Office of Education ought to have the staff and funds to help to work out together ways and advise schools in dealing with maladjusted children. Many delinquents begin as truants. Teachers need better training and assistance from psycho-

logical personnel, attendance officers and visiting teachers in learning to detect potential delinquents.

5. The Children's Bureau should have enough adequate and trained staff to be able to work with the courts and penal authorities throughout the United States and to give other technical assistance to States and public and private institutions and agencies. Through the Children's Bureau the courts should be advised of the best practice of juvenile court structure and procedure and of the best methods used by probation officers. When children are dumped into jails with hardened adult criminals, as they often are—yes, in the very same cells—no one should be surprised as to what becomes of them. A national program of leadership and education should be carried on by the Children's Bureau and the States among police, court, and penal authorities.

Now, in closing I would like to make three suggestions of action that might be taken by the Federal Government in addition to creating a unit on juvenile delinquency in the Children's Bureau and giving it funds, and staff to take the steps I have just suggested.

1. Appropriate more funds for child guidance clinics. Many large cities have child guidance clinics to which maladjusted children and their parents may be sent for guidance. While more are needed in the big cities, there are few such clinics in the small towns where the juvenile delinquency rate seems to be as high as in many big cities. The Federal grants-in-aid program for mental health does provide some money for such clinics but the appropriations under the Mental Health Act must cover mental health activities for adults as well as children. Congress has slashed the appropriation for fiscal year 1954 to only \$2½ million. This is only a drop in the bucket compared to the national need. Yet mental health clinics have made a remarkable record in salvaging youngsters with problems which threatened to lead to delinquents, and in treating those who have become delinquents.

2. The United States Office of Education ought to have adequate staff to better encourage schools to provide community recreation facilities for use after school hours. Many progressive communities are building their schools with swimming pools, gymnasiums, and social halls, so that they are available for all kinds of recreation after school, in the summer and during weekends. Such activity keeps children off the streets and out of trouble.

3. The comics and crime stories featured on radio and television have been mentioned as among the main causes of juvenile delinquency. Of approximately 400 different comic magazines now being published, only 28 of them can be classified as crime comics. While the proportion of crime comics to all other comics is only about 7 percent, the crime ones do, of course, have a wide sale; 28 crime comics, issued mostly bimonthly, and having an average circulation of 300,000 paid circulation per issue, means that 50 million copies of such comics are sold per year. With an average of 3 readers per copy, it means a total of 150 million readings by children of crime comic magazines per year.

Now, I submit that if crime comics were a principal cause of juvenile delinquency, juvenile delinquency would be many times as widespread as it is, because the estimate of readers I have just made would indicate that virtually every boy and many girls have read crime comics.

However, if the researchers on your staff and others who interview delinquents have proof that a considerable percentage of the young criminals were motivated by crime comics or crime radio or television shows, then I think the publishers of crime comics, and the radio and television networks should be asked by the proper authorities of government to set up a system of voluntary censorship. The system of voluntary censorship in operation by the motion-picture producers seems to work quite well. I am convinced that the firms in radio and television broadcasting and the publishers of comic magazines are as patriotic and public spirited as the movie producers.

The CHAIRMAN. The Chair wishes to thank you for this very fine statement and also to thank Mr. Hecht. I am sure the material in this statement will furnish the subcommittee with some very fine guidance as we undertake our work of writing the report.

Mrs. STOUGH. Thank you.

The CHAIRMAN. Your recommendation with respect to the Children's Bureau raises this question in the Chair's mind.

We, as you know, have introduced a resolution in the Congress this year, and in the Senate this year, asking that the life of this subcommittee be continued for 1 year, and asking for an appropriation of \$175,000 to carry on the work. You suggest here that the Children's Bureau should be given additional funds.

Mrs. STOUGH. To establish a unit on juvenile delinquency.

The CHAIRMAN. And they should carry on continuing studies. With that the Chair agrees as an individual member of the subcommittee. But do you think there would be any advantage in this subcommittee, instead of using the funds that will be appropriated to carry on our study, to give that money to the Children's Bureau and let them carry on the studies?

Mrs. STOUGH. Sir, I am not sure I am competent to answer that completely. I get what you mean. I think the kind of thing that this committee can do is probably something that is completely out of the hands of the Children's Bureau.

Right at this moment I do not think I am competent to say when you should end your studies, and when you should not, because obviously you have the authority of the Senate committee, and you can go out and, shall we say, get publicity and attract public attention, which perhaps no member of a Government agency as such could do. So I am not evading that question. I just am not sure what my answer would be.

I think the thing we are really interested in is that whenever you stop your studies, and you will be the judge as to when that should be, is that then it will not be one of these other efforts that just goes by the board. You know as well as we do in the past we had these efforts to do something about juvenile delinquency, and they have ended up in a huge volume of material of which nothing came.

Whenever it seems the proper time to conclude your study, and I am not sure when—I am not saying that you should not use the money, and give it to the Children's Bureau, I do not think that is the answer—if and when, if there could be a properly set up unit in the Children's Bureau to take over not only everything that you have learned and all the experience and studies and compilations that you have, then to be sure that it is going to be a continuing effort, instead of just one more thing that has been noble but not lasting.

The CHAIRMAN. You have answered my question perfectly. Thank you very much.

Mr. BEASER. I have just one question, Mrs. Stough.

Your statement on crime comics: Is Parents' Magazine sponsoring any research as to the effects of crime comics on children?

Mrs. STOUGH. It is not. He told me in connection with a conversation, Parents' Magazine at one time did publish comics, not crime comics, and there was one time when he tried to get the comic publishers together for a code for comics, and there was a kind of code drawn up, but, as I understand it, it never amounted to anything. It, as a magazine, is not doing anything I know of with comics, that is, officially. I think these thoughts are Mr. Hecht's own as he has surveyed the situation on his own. Not that I know are they doing anything. He knows more about the situation of that code and what the publishers of crime comics are in relation to other causes, because he is a magazine publisher.

Mr. BEASER. I was thinking more in terms of research on the effect of crime comics.

Mrs. STOUGH. I am sure they are not.

Mr. BEASER. No further questions, Mr. Chairman.

The CHAIRMAN. Thank you very much.

Mr. BEASER. Mrs. O'Kelley.

The CHAIRMAN. The subcommittee is grateful to you for coming.

**STATEMENT OF MRS. PHYLLIS STANCIL O'KELLEY, REPRESENTING
MRS. IRENE MCCOY GAINES, PRESIDENT OF THE NATIONAL
ASSOCIATION OF COLORED WOMEN, WASHINGTON, D. C.**

Mrs. O'KELLEY. Thank you. I am Phyllis O'Kelley, corresponding secretary of the Virginia State Federation of Colored Women's Clubs, representing Mrs. Irene McCoy Gaines, president of the National Association of Colored Women. The organization is very grateful for this opportunity to come and thank you for inviting us to come and make a statement on this problem of juvenile delinquency.

The National Association of Colored Women, Inc., with a membership of 60,000 women located in 44 States, the District of Columbia, Haiti, and Hawaii, has worked for 57 years through its State associations to build and maintain industrial homes for the care and protection of boys and girls with problems. As a result of these demonstrations of what could be done in the field of delinquency several States having inadequate training-school programs were persuaded to assume full responsibility through legislation for these programs initiated by the respective state associations of colored women, incorporated.

It is out of this pioneer experience in the field of delinquency that the National Association of Colored Women, Inc., speaks today on the national problem of juvenile delinquency.

In the United States we are agreed upon basic rights of children in our democracy. Simply stated, certain of these rights are love, security, authority, and protection. We are agreed that every child is entitled to be born into a well-established home, with parents who want and love him.

That every child has a right to grow up in a home where the parents are, or feel sure that they will be, able to provide his care and

support at least according to minimum standards of care we believe to be necessary for citizens of tomorrow.

That every child has a right to authority—not hostility—as a frame of reference for his growth and that his values are established within a home where his guidance and discipline are ever present and as necessary to him as his food is for his nourishment. Authority in this sense is nurture. We may call it guardianship or by any name we wish, but until we recognize authority, stripped of all elements of hate, power, abuse, and punishment, as basic to nurture of the young, we deny children one of their basic rights.

That every child has a right to protection within his family and against his family, within his group and against his group, within his school and against his school and within his community and against his community. In reality what we are saying is that protection as a basic right should extend to the whole of his child life.

The National Association of Colored Women, Inc., has observed that a child or youth who is denied these basic rights is either already responding to his circumstances through delinquent acts or he is seriously in danger of meeting his personal problems through a course of delinquent acts ranging from running away to criminal violence.

How are children denied these rights in the United States?

Let me reverse the order in which we have listed the four rights of children selected as basic to the development of good behavior and a satisfactory adjustment of every child.

We deny children of the United States protection. Here are the ways in which we do this:

We enact sound, far-reaching State legislation designed to protect our children on the one hand, but on the other, we fail to make State legislative appropriations necessary for the administration of those laws. We do not take the administration of our laws as seriously as we do the enactment of our laws.

The Juvenile Court Act is that type of legislation. I am sure you know of the history of the juvenile court. In the year 1899, in Cook County, Ill., there was established the first juvenile court not only in the United States but the first to be established in the world. This enactment of juvenile court law heralded an era of personalized justice in contrast to just punishment. It was thought at the time to be the greatest step forward in judicial administration since the Magna Carta. The founders of the juvenile court sought to create a means, a judicial procedure whereby a child or youth could be subjected to the guardianship and protection of the State. In the years that have followed juvenile court legislation has been passed in each State in the Union, the District of Columbia, the Virgin Islands, Puerto Rico, Alaska, and Hawaii, but yet there are still no effective juvenile court programs in many of our 3,000 counties mainly because no agency within the State government is responsible by law to strike a balance between State and county governments for maintaining an adequate juvenile court structure throughout the State. A State division of children and youth in each State could be vested with authority to work with local governments in achieving adequate local juvenile court facilities. Such an agency in each State could indeed assume leadership in such matters of protection of our children.

Juvenile court protection should not be considered static. Juvenile court acts of juvenile court procedures and of juvenile court staff and related child welfare legislation should be under constant vigilance and review with appropriate reports and recommendations made to the State governors and their cabinets. The protection of our children stems in great measure from our government of laws and therefore the safety of our children depends in great measure upon the effective administration of basically sound laws and eternal vigilance in our States and localities to see to it that laws protecting children and youth are constantly reviewed and changed to meet the demands of an increasing mobile and restless population of children and youth.

Our State associations have been mainly concerned with the treatment of phases of delinquency but since the local juvenile courts have been the portals through which the children and youth enter the State training schools under our sponsorship, we feel that we cannot speak too strongly on the need for strengthening and modernizing the administration of the State juvenile court laws within municipalities and counties.

One example of our State association's interest and effort in the treatment of the child that found herself adjudicated delinquent by the court has been the early establishment and successful operation of the Janie Porter Barrett School for Girls, founded in 1915 by the Virginia State Federation of Colored Women's Clubs and turned over to the State of Virginia in 1920. As far back as 1908 a group of women in this State found that there was no recourse for treatment of the Negro girl offender but incarceration in the local jails throughout the State. Therefore they organized into a State federation to "Lift as they climb" this neglected group of humanity.

By 1912 they had purchased the land of 144½ acres and by June 1915 had constructed its first permanent building that now stands as a monument toward the ideals of service to children in need of an environment which would give the basic care, training, and opportunity to develop within her own right in keeping with the basic rights of children as of that day.

Today, this plant now valued at over \$750,000 with modern cottages and an academic and vocational training building affords the children sent there the opportunity to form meaningful and wholesome relationships with their adult world, their peers, and the development of a conscious awareness of socially acceptable behavior.

State associations of colored women from Maryland, Mississippi, Georgia, North Carolina, and South Carolina, so aroused interested and pointed up the need for this essential service to their State legislatures that the training schools in these States were so established during the period 1936-50, and very recently also in Florida.

Nationally, there is the need for continued evaluation of the adequacy of the existing programs and efforts made to strengthen them sufficiently to meet the demands of this emergency.

Speaking further on protection as a basic right of children, we recognize in the United States that children should be protected from neglect and abuse, but now that we are in a national emergency, and we are baffled by daily occurrence of violent and criminal acts by children and youth, we are tempted to abandon fundamental principles heretofore held as being basic to the protection of our children. We have firmly adhered to the legal doctrine that age of the individual

is a basis of determining criminal responsibility. We have been genuine in our beliefs that juveniles in the terms of law were incapable of criminal intent. Now that the behavior of our children and youth is a national scandal, we are inclined to saddle them with criminal intent and straightway place criminal responsibility upon children and youth. Disregarding our progress in the field of delinquency we appear to be entertaining notions that regardless of age a deterrent to juvenile delinquency would be a return to criminal procedures and punishment for criminal acts.

The National Association of Colored Women, Inc., has spent 57 years crusading in State legislatures against this popular notion. We believe that children and youth of each generation are victims of a brand of neglect peculiar to their generation and that their behavior can be laid on the doorstep of their parents and their community. Therefore, the national association will deplore and oppose any movement in this country to ascribe adult status to juveniles by replacing protective procedures with criminal procedures in meeting the present emergency.

Children in the United States are denied their basic right of authority. These are some of the ways in which we do this:

The basic authority recognized in our democratic society is parental authority. Among the children who have come to the attention of our association over the years, few have been subject to parental authority during their formative years. Parents are seldom clear on their powers and obligations or their rights and duties. Children and youth in turn have no conception of rights and obligations in response to parental authority. In some instances parents give their children into the custody of relatives and nonrelated persons but these persons really have no legal responsibility for the children they receive.

Courts, social agencies, and schools are frequently hard put to find the person who has parental authority of a particular child. Many times the child in question is in the custody of an aged relative, a family friend. Perhaps his parent who has parental authority to make major decisions in relation to his life has deserted him.

Children who are not subject to parental authority drift from crisis to crisis in their lives with no person willing or able to exercise parental rights and duties in his behalf. A child may have custodial care with food, shelter, and clothing provided. He may be a child who is a recipient of aid to dependent children or other benefits for his care, but his life is completely without purpose, direction, and meaning, except in everyday matters of eating, sleeping, and being presentable.

Many children who live at home with their parents and who are subject to the natural guardianship of their parents are sometimes in very little better circumstances because their parents are unaware of their duties as guardian, unaware of the true meaning of parental authority, confusing it with their right to obedience from their children, and the obligation of the child to listen to them. This feeling that their authority is just as strong as the will of the child to listen. Failure to realize the full meaning of parental authority as legal status which includes full responsibility for the behavior, the development, and the welfare of a child is a common error of many parents of delinquent children. Therefore, long before the child is in trouble he has lost any feeling of being subject to parental authority.

The school administration and the teaching staff frequently fail to understand clearly the authority vested in the school principal in relation to individual children. Children are not well informed on the ways in which they are subject to the authority vested in the principal. Parents too frequently are confused in relation to valid authority held by the school over their children.

The policy with authority vested in them for law and order are frequently too few in number or are untrained and indifferent to their authority in relation to children and youth who are under their protection as residents of the neighborhood in which their precinct is located.

Add to the denial of the right to protection, and the right to authority, the right to security.

Parents and others responsible for children are under such pressure that security rooted in values as to the essentials and necessities is very hard for them to achieve. Distorted values are seriously affecting children and youth who feel they must come into possession of things they want and must have for status or excitement.

Security does come with stable and adequate standards of living but frequently the necessities and the essentials are not satisfying to a generation of young people who are stimulated to possess personal property they cannot obtain through their earnings for some years to come. Security is related to peace of mind which comes from being able to meet average demands of living. This is an area in which the right to security is being seriously denied and the results are tragic in the lives of many youths. The children and youth who live in deprivation and in marginal security are in danger of meeting their frustrations with delinquent acts.

Security comes from being adequately prepared to meet the demands of your personal life. This means having an education in keeping with your ability and talent. We have but to ask ourselves the question, does our present educational system with its deficiencies in facilities and staff as well as leadership afford the security which grows out of the preparation that our children and youth must have.

On the basis of this testimony, the National Association of Colored Women makes the following recommendations:

1. In view of the national seriousness of juvenile delinquency, we recommend that the President of the United States be urged to declare the country in a state of emergency with reference to this problem, providing an opportunity for the resources of the United States to be mobilized for the protection of children and youth.

2. Because our juvenile court system should be extended and strengthened, we recommend that each State be urged and assisted through the Department of Health, Education, and Welfare to modernize its juvenile court act.

3. Because of the need for concerted and unimpeded efforts in the States on the problem of juvenile delinquency we recommend that each State be urged to establish an effective State department or board of children and youth under which all State-supported programs for children and youth can be coordinated, directed, or administered. This department should include training-school programs as an essential State protective service to children with adequate State appropriations and citizenship participation.

4. We urge that national and local organizations and agencies having adult education programs as their main emphasis be urged to establish or extend courses of training for parents and prospective parents which are helpful to them in their desire to become equal to this emergency.

Thus, the National Association of Colored Women presents its viewpoint as to the control of juvenile delinquency.

The CHAIRMAN. Mrs. O'Kelley, the Chair wishes to thank you for this very fine statement and your recommendations. We of the subcommittee will study those recommendations very carefully. There is much merit that the Chair can see in them just having heard them read. Counsel, do you have any questions?

Mr. BEASER. Just one.

Mrs. O'Kelley, how much of the confusion did you note, as far as custody and authority of the various agencies is concerned, could be done away with by clarification of the laws which set forth the authority of the police, parents, and so forth?

Mrs. O'KELLEY. I think this, as I observed: The confusion is in many parents' minds, as they come to us with respect to the training school program, and in the courts in which so often they have had no background in understanding what their duties are in regard to their children.

If in the training of probation officers and the establishment and strengthening and improving local juvenile courts with trained workers, they could help the parents in understanding that problem, that would help clarify the situation.

In regard to the laws, many of the States have laws that are somewhat confusing at times and parents do not know where the responsibility begins and ends when the child gets into difficulty, and easily shifts the difficulty to another agency, and then they are through with it. We have so many children who fall in that group.

Mr. BEASER. Is that a desire on the part of the parents or just a lack of knowledge?

Mrs. O'KELLEY. I think it is more a lack of knowledge, and then often it is an easy solution to a very difficult situation of maintenance really for themselves and their children.

Mr. BEASER. No further questions.

The CHAIRMAN. Mrs. O'Kelley, were you here when Mrs. Brown made her statement before the subcommittee?

Mrs. O'KELLEY. Yes; I was.

The CHAIRMAN. I take it from your remarks that in reply to counsel you agree thoroughly with Mrs. Brown's statement?

Mrs. O'KELLEY. I do. I feel that there are many children that the PTA does not reach and that there is a need coming up with the child as a boy or girl begins to assume the responsibility in his or her teens, and they are made aware of the need for training or understanding of what family responsibilities are.

The CHAIRMAN. You spoke of this school in Virginia which was started when?

Mrs. O'KELLEY. It started in 1915. It was organized around 1912, with respect to the raising of funds. In 1915 it was able to build a building and begin operation.

The CHAIRMAN. And is it still in existence?

Mrs. O'KELLEY. It is still in existence. I might say that here is a picture of one of the modern school buildings, and one of the modern

cottages that we do have. Such schools are in existence in Florida, too. I understand the one in Florida has beautiful scenery and buildings for Negro girls.

The CHAIRMAN. Your organization is maintaining and operating those schools?

Mrs. O'KELLEY. The school was turned over to the State in 1920. The State is operating it and maintains a continued interest in all areas of delinquency. Right now in the State of Virginia, the Virginia State Federation of Colored Club Women is interested in trying to help parents organize who have retarded children whose needs cannot be met in the public schools. So they pioneer into the areas in which they see the needs of children in order to prevent juvenile delinquency or to treat the problem as it has come up.

The CHAIRMAN. Have you followed the proceedings of this committee?

Mrs. O'KELLEY. Yes; I have been reading some of them.

The CHAIRMAN. Do you remember the testimony that was presented before this subcommittee in respect to Dixon Alley?

Mrs. O'KELLEY. I do not think I remember that. I do remember hearing of Mr. Kenneth Clark, and what that particular agency is doing there by way of psychological and psychiatric services to children of families who otherwise would not receive them.

The CHAIRMAN. I have no further questions, Mrs. O'Kelley. Thank you very much.

Mrs. O'KELLEY. If the committee wishes to have the minutes of the organization when they meet in California which gives you a summary of their activities, I shall be happy to leave them with the committee.

The CHAIRMAN. Thank you very much. Are there any further witnesses?

Mr. BEASER. No further witnesses.

The CHAIRMAN. If not, the subcommittee will stand adjourned until tomorrow morning at 10 o'clock.

The subcommittee will meet tomorrow in room 457 of the Senate Office Building.

(Thereupon, at 4:25 p. m., the subcommittee recessed to reconvene in room 457, Senate Office Building, at 10 a. m., Friday, January 22, 1954.)

JUVENILE DELINQUENCY

FRIDAY, JANUARY 22, 1954

UNITED STATES SENATE, SUBCOMMITTEE OF
THE COMMITTEE ON THE JUDICIARY,
TO INVESTIGATE JUVENILE DELINQUENCY,
Washington, D. C.

The subcommittee met at 10 a. m., in the old Supreme Court room, the Capitol, Senator Robert C. Hendrickson (chairman of the subcommittee) presiding.

Present: Senators Hendrickson and Hennings.

Also present: Herbert Wilson Beaser, assistant counsel, and Richard Clendenen, chief consultant.

The CHAIRMAN. This meeting of the subcommittee will be in order.

The Chair wishes to apologize for the lateness of the hour in starting, but transportation difficulties confronted the Chair this morning.

Will counsel call the first witness?

Mr. BEASER. Miss Sally Butler.

The CHAIRMAN. Miss Butler, you have a prepared statement?

STATEMENT OF MISS SALLY BUTLER, DIRECTOR OF LEGISLATIVE RESEARCH, GENERAL FEDERATION OF WOMEN'S CLUBS, WASHINGTON, D. C.

Miss BUTLER. I have, Senator.

The CHAIRMAN. You may proceed in your own manner.

Mr. BEASER. Before you proceed, would you give your name, address, and occupation?

Miss BUTLER. I am Sally Butler, legislative research director for the General Federation of Women's Clubs, whose headquarters are here at 1734 N Street NW., Washington, D. C. I represent an organization that has more than 5 million American women, and the membership for the most part consists of so-called home women. The General Federation of Women's Clubs was chartered by the United States Congress in 1901.

The women of this organization have long been interested in and have always been actively engaged in programs dealing with child welfare and good family life. Realizing that delinquency is usually caused by truancy and that truancy is usually due to an unhappy child not interested in school and present environment, the General Federation of Women's Clubs works on programs that will elevate the standard of living of the so-called underprivileged child. This program is called Youth Conservation.

The fact that every community has problems in the field of delinquency makes it an ideal project, particularly for those club mem-

bers who are mothers. The studies and surveys of the General Foundation helped them to determine that delinquency is a community responsibility and that it is, therefore, the duty of every community to use all its resources to prevent delinquency.

The home must be a good influence. If it is not, community groups and local individuals must fill in this gap.

The church has a great responsibility. This Nation was founded upon a spiritual foundation. The United States of America was settled by good people who wanted freedom of worship, and our Nation's strength today is based greatly upon her spiritual integrity.

The schools are charged with the responsibility of proper guidance in the formal education of our youth, and today this seems to include many extra curricular activities.

The courts of the community must have qualified judges, juvenile courts, supported by sympathetic welfare workers, counselors, receiving and detention homes, which are properly located and staffed by understanding, competent staffs.

The CHAIRMAN. Miss Butler, witnesses have testified and made statements before this subcommittee to the effect that what we need in our cities is especially trained police officers, trained in the field of juvenile delinquency. What do you think about that?

MISS BUTLER. We agree with that most heartily, because one of the tragedies, we think, along that line is to have a child afraid of a policeman, rather than looking to him as a friend.

The CHAIRMAN. Thank you.

MISS BUTLER. Recreational facilities are a necessary part of every community so as to give children and youth who do not have proper homes a chance to get some of the good and worthwhile things which every child should have.

The desire for these things and the hurt a child suffers who is deprived of proper training, love, and companionship, are the very roots of the problems of delinquency.

Adult counselors, therefore, becomes a must for children and youth whose parents are unable to fill the need of a confidant.

Private agencies, such as Boys' clubs, Campfire Girls, Boy Scouts, Girl Scouts, and others, fill this need—particularly, we think, the Boys' clubs, which deal more closely than others with the underprivileged children.

Then, too, there are the Government-supported welfare agencies in the local and State units of government, which have very comprehensive programs.

Each of the above-mentioned groups and organizations has a real responsibility and duty to help build good citizenship for the future, because the preservation of our country depends upon the moral, ethical, and economic standard of the citizens.

I shall point out a few things the General Federation has done directly, as well as through its State and local organizations.

Philanthropic work of women's clubs has been the means of uncovering poor social conditions and sparking interest in remedial legislation. To the Chicago Woman's Club goes the credit for the first juvenile court law. This was passed by the Illinois Legislature on July 1, 1899. That, for reference, if you wish to find it, is in a volume of history just printed, *Unity in Diversity* by Mildred White Wells. It is also said that this same club in February 1891 was responsible

for the boys being separated from adult prisoners in that State. They were responsible for getting eminent jurists to draw up the bill which was approved by the Chicago Bar Association and which became the basis for all other juvenile laws.

The General Federation of Women's Clubs is given credit for having had real influence in the establishment of the United States Children's Bureau in 1912. Since that time, it has consistently worked directly with this bureau, because the organization feels that through the Children's Bureau much information and service is available to club women working for better living conditions among the less fortunate people of their communities.

In a Midwestern State, club women became concerned because irresponsible children were being placed in jails. A survey of all jails in that State was decided upon by the women. They sought and received the cooperation of the sheriffs. On an appointed day all jails were visited. In one instance a 9-year-old boy was found in a basement cell. He had been there for weeks. Upon inquiry, the women learned that the State and county welfare boards were responsible for the care, investigation, and disposal of such cases. No one seemed to know that this was the duty and responsibility of welfare boards. And just imagine the chagrin of one of the women that was visiting in one of the clubs that day. She was a member of the State Welfare Board. The result: Today every county in that State has either a receiving or detention home for children.

The women of the General Federation are promoting family worship. This means not only going to church as a family unit but also having daily family prayer and Scripture reading in the homes. I had the privilege of hearing a young club woman describe the value of family prayer in her home with her husband and their children recently at a State convention. I wish you might have heard her talk as I did. To encourage the promotion of spiritual values, the General Federation of Women's Clubs has just recently published a 248-page book of Prayers for Specific Occasions. The prayers were contributed by club women of every faith from every State, and thousands of these prayer books have been requested by club members.

Clubwomen have staffed many local community projects. As one young mother said, they have to do "this volunteer work between diapers and dishes." But as mothers, they know their own children may be associated with less fortunate children who might become delinquents. They want to keep that association from being such that their own children, through association, might become social problems.

The social and recreational facilities of churches have a vital role in community planning. Children who crave and seek companionship should find it in well-directed and chaperoned places—not in dives. It is a fact that responsible children will go far in disciplining their own groups if they are charged with that responsibility.

Clubwomen have found that policies of certain local political units are bad and do not help to correct delinquency. For example, in a certain community a girl of about 10 or 11 was being truant from school. It was found she was interested—and as a girl, strangely enough—in a construction job going on in the community. The truant officer would go get the girl and turn her over to the authorities. But since for each truant he picked up he received a fee of 50 cents, he

did nothing to stop the truancy. The clubwomen learned the facts and asked the school board to consider dismissing that truant officer and replace him with a visiting teacher. The chairman of the board refused to bring the subject of the truant officer's dismissal before the board. Result: Exasperated clubwomen were able to get a new chairman of the school board elected, and the further result was that they had a visiting teacher for the community and less truancy.

The General Federation of Women's Clubs has been interested in programs of education and health and has had resolutions for the past 30 years or more asking for cabinet status for health and education. This organization is gratified that at last such is the case. The clubwomen believe that the standards of education and health in our United States will be higher as a result of this recognition. And they know that healthy, well-educated children make better citizens.

The runaway child creates a real social problem. And all too often this is a child from a family of good standing in the community. No doubt this child is seeking something different to do. He may be bored. What he really needs is some definite responsibility in the community. This goes for all children, regardless of which side of the track they live. Women of the General Federation of Women's Clubs have proved this over and over. Take the case of "Nibber," whose story appears with others in the exhibit I am leaving with you. You will also find in the pamphlet on the General Federation of Women's Clubs program, "Build Freedom With Youth," the story of how children living in a very substandard community were salvaged because some clubwomen became aware of their plight and helped organize and furnish an old garage, with the cooperation of the young people themselves, which became their community youth canteen. Their success and interest in better conditions, that of the children, eventually spread to their elders, who had become indolent and indifferent to the hopelessness of their plight. And today, the inhabitants of this community take pride in improving their own living conditions.

The General Federation of Women's Clubs is tremendously disturbed over the use of narcotics among our youth. It has endeavored to encourage local hospitals to establish wards or beds for addicts to be treated. It urges heavy penalties for peddlers of narcotics and strict enforcement of laws which deal with violators of the narcotic laws. Delinquency due to the use of narcotics strikes at children who have greater economic security. It is such an expensive habit that it takes real money to acquire the drugs—and eventually makes criminals of those who use it.

Currently, the General Federation of Women's Clubs is conducting an Americanism campaign. The purpose is to teach youth the great heritage that has been given them—the joy of living in the United States of America, where the standard of living is higher for more people than any place on earth; to teach them that this heritage is ours because some people worked that we might have it. People left homes and families to come here where, by hard work, they won freedom and independence. To do so, every man, woman, and child old enough to work, had some responsibility toward their family life and community welfare. Could our problem in delinquency today be because we have developed such a highly mechanized and modernized society that there is no responsibility for our young people to assume? Or are we just too busy with other things that we think we have no time

to plan for our youth that they may share the responsibilities of our modern life?

The CHAIRMAN. I might interrupt at that point to say that I think your second question is largely the answer.

Miss BUTLER. Thank you, sir. We feel that, too.

We must make the youth feel that they are important, that they do have responsibility now in the home, in the church, and in all community activities. Their pride in themselves and in their community, then, will go far toward reducing delinquency.

And that is what the General Federation of Women's Clubs really feel about it, and we hope there can be something done. And I am leaving this exhibit that you may see, if you care to, some specific things.

The CHAIRMAN. Miss Butler, that will be incorporated in our files, but not made part of the record.

Miss BUTLER. Thank you.

The CHAIRMAN. We thank you for this fine message.

Miss BUTLER. Thank you.

(The information referred to was marked "Exhibit No. 36," and is on file with the subcommittee.)

The CHAIRMAN. Will you call the next witness?

Mr. BEASER. Dr. Leonard Mayo.

The CHAIRMAN. We are very happy to have you here this morning, and we thank you for the contribution I know you are going to make.

Mr. BEASER. Before you begin, Doctor, would you give your full name, your home address, and your present occupation? Also, I know the chairman would be interested in something of your background.

STATEMENT OF DR. LEONARD W. MAYO, CHAIRMAN, DEPARTMENT OF SOCIAL WELFARE, NATIONAL COUNCIL OF CHURCHES, NEW YORK CITY

Dr. MAYO. I would be very glad to. Leonard W. Mayo, Sturgis Commons, Westport, Conn., with office in New York City.

Senator, I am presently the director of the Association for the Aid of Crippled Children.

Counsel has suggested that I give you some of the background which has heightened and deepened my interest in problems of juvenile delinquency. I hope it will not disqualify me, sir, as a witness before this committee, if I say to you that I was born in an institution for delinquent children; which I was. That was the Berkshire Industrial Farm in Canaan, N. Y., where my father was superintendent. Therefore, I came rather early into a natural interest in this field.

I have had very interesting experiences in three institutions for delinquent children, including the Children's Village at Dobbs Ferry and the Maryland Training School for Boys in the State of Maryland.

In these institutions I acted respectively as teacher, athletic coach, welfare director, director of parole, and as assistant director, and in later years I have had other experiences with young people, and in one of my present capacities I act as chairman of the department of social welfare of the National Council of Churches, and it is for that department specifically that I appear this morning.

My associates have asked, however, that I address myself very broadly to this problem, not confining my remarks to those aspects of the problem with which the church is particularly and exclusively related, but, of course, to include that.

I am very much interested in the two mistakes that a good many of us make: 1 of 2 mistakes which a good many of us make, in addressing ourselves to the problems of juvenile delinquency. I think we tend either to make it a too simple problem and ascribe a single cause or two to it, such as, for example, the gentleman who claimed that 1 playground in a given area had reduced delinquency in that area 50 percent, to which his friend replied, "Why not add another playground and eliminate the problem?" Were it as simple as this, our problems would not be as great as this committee knows them to be.

Our other mistake, of course, is that we make the problem too complicated, so complicated that it makes it almost impossible for even an intelligent and thoughtful public to determine how it can get hold of the problem either locally, statewide, or nationally, and do something constructive about it.

Now, if juvenile delinquency is, as I am sure witnesses before this committee have indicated, a way of acting and a way of behaving, and for some youngsters even a way of life, there must be ways of getting hold of how they got that way and how to help them to get over it.

One answer, I think, lies in the statistics that we now have. I think that some of the most, if not the most, reliable statistics in the country are those recently compiled by the Children's Bureau of the Department of Health, Education, and Welfare. But all statistics must be carefully explained, and with regard to these statistics, they are largely the count, the best count that I think the country has, of the number of children who get to children's court in a given year. And, as the Children's Bureau would be the first to indicate, these are not complete figures of the total problem of juvenile delinquency in the United States.

For example, when I was working at the Children's Village in Dobbs Ferry, I was quite close there to 2 private schools, 1 for boys and 1 for girls. I found that the children of a certain economic background who were in trouble came to the Children's Village. I found that boys and girls who were of another economic background, whose parents were able to pay for their care away from home fairly substantial rates, were the residents of some of these private schools, or were among the residents of these private schools.

In other words, this is not a problem which is confined to 1 economic group or 1 income group, although we have evidence to the effect that the incidence of certain types of delinquent acts is higher in slum areas and among so-called disadvantaged groups.

The point, however, is, it seems to me, that the best studies we have reveal that delinquency evolves out of at least two basic causes. One, what goes on inside a youngster, his emotional life, his conflicts, his difficulties, his internal problems; and the other major influence is what goes on around him, in his home, in his school, in his community.

We are learning gradually how to have some effect on both of these major causes.

Now, I would like to speak just briefly of some of the things which I think some very wise people have been saying over the years with

regard to some practical things that may be done to help children already in trouble. We are all interested in prevention, but we are interested also immediately in what can be done for children who have already, for many reasons, found themselves in difficulty. And the first approach to that, that I would like to suggest, has to do with the point of view of the general public.

This is the point, if I might say so, Mr. Senator, at which I believe a committee of the prestige of this one and the position of this one can really be of great help—in helping the general public to understand that there is a sound and constructive and statesmanlike middle ground between fright and frustration. Because we frequently become very frightened of this problem, at which point we become punitive.

I think all of us know, as parents, that when our children have made us frustrated, we tend to punish them severely and negatively, rather than trying to think through the causes and be of help to them. And I think the general public does that.

And the other mistake the general public makes is to go so soft as to be harmful.

In New York City, in a single week, I happened to know two very influential citizens whose cars were stolen.

One of them, a public sporting figure, shrugged his shoulders and said, "I don't care what happens to the car. I can get another one. And as for the kid I hope they are not too hard on him, and I hope they let him go."

The other man said, "I will leave no stone unturned until the car is recovered and until this boy is severely punished."

I think both of them were wrong. The proper attitude would be, "Let's find the boy and see what can be done to prevent this thing happening again."

The CHAIRMAN. How old were the boys?

Dr. MAYO. These boys were between 17 and 18 years of age.

And in one instance, the boy had taken the car across the State line, which is, of course, an additional felony.

It seems to me that the point of view which all of us want the general public to get is that the approach to juvenile delinquency must, in individual cases, be a great deal like the approach to a medical problem.

The doctor who faces a child whose temperature shoots up, who does not respond to medicine, does not, if he is a good physician, resort to corporal punishment nor to temper nor to frustration nor fright. He sits down and carefully, calmly thinks through the whole problem, talks with the parents, calls in another doctor if need be, and sees whether he can get at the basis of the problem.

Frequently, I might add, a doctor must be firm, but never punitive, if he really wants to get at the cause and help prevent the recurrence of the disease again.

So I think the point of view of the public is extremely important in relation to the second point I want to make, with regard to the approach to those in trouble, and that is the need for adequately trained and adequately paid personnel.

The witness who preceded me—and, by the way, I want to say that I have great respect for the excellent work which women's clubs in this country have done in the community in the prevention of delin-

quency. I believe she, and you, sir, mentioned the importance of well-trained police officers. I think this is a matter of great importance. If the teachers present will not mind, I would like to speak of the police and the teacher together. Because these are two of the people in the community, along with the parents, who are in the strategic position of seeing youngsters when they first get in trouble and being able to do something about it.

I think that what happens to a child the first time that he stubs his toe in any serious way, at home or in school or in the community, is of great importance. I think all of us recall the classic French story of two boys caught stealing apples, one of whom was severely beaten and thrown in jail. The other ran away and escaped, learned to regret his error; however, 45 or 50 years later the boy who had escaped, and therefore escaped severe and unreasonable punishment, sat where you are sitting now and found himself sentencing to death the boy who had been caught and unfairly and severely beaten and put in jail.

What happens when a boy or girl first stubs his toe is important. And therefore, understanding, not soft but understanding police, understanding teachers, are of great importance.

I also, with great respect for the bench, mention that the judges, our juvenile court judges, are also among the most important members of the army in the first line of defense. They see children at their first experience in court. I feel, personally, that the point of view of the judge toward behavior, his attitude toward children, his own personality, and his attitude of firmness but fairness, his willingness to be statesmanlike rather than punitive and hostile—all these things, I think, are more important even than his legal training, as important as that is.

The proper training and adequate salaries for probation officers, for institution personnel, and for parole officers are of the utmost importance.

A recent study of the juvenile court in New York City, made by the Citizens' Committee on Children of the city, pointed out that some of the probation officers in New York carry as many as 300 cases. And, of course, no intelligent man, no dedicated man, can possibly do justice to that.

Therefore, we need better selection of men, better trained men, and, of course, better salaries.

The same is true in institutions and in parole work.

Community agencies, including the church—and I speak very feelingly of this—clergymen, and school principals, can be of great help when children are already in trouble. The warmth with which they reach out and try to include these youngsters in normal activities, the extent to which they exercise, I think, one of the most profound relations in all the field of human relations, the relationship of forgiveness, as a parent must often exercise it, I think, is of great importance. And if clergymen can learn increasingly not to reject but to include and to accept children who have made mistakes, even bad mistakes, it will certainly be a worthy and noble reflection of their calling.

I think also with regard to youngsters already in trouble there needs to be—and a committee like this can certainly be of great help in this regard—some real national leadership with regard to interstate matters. When youngsters go over State lines, when there needs to be

reciprocity between States, for the benefit of the child, I think it is important—

The CHAIRMAN. Doctor, while you are on that point; I have frequently asked this question of witnesses before this subcommittee: Do you think that well designed, uniform State laws would help solve this problem?

Dr. MAYO. I do. And I am glad you emphasize "well designed," well thought out, and in that instance, I feel very strongly that bringing in people from several of the States who have had experience with this over the years, to get their wisdom in the matter would be of great help.

There are a number of things that are of great importance, I think, sir, also with regard to preventive measures. And I will mention just three briefly. But each of them covers quite an area.

If we really are serious about wanting to prevent delinquency, we will give very careful attention to three basic things in the experience of children. We will do all we possibly can to get children well born, well reared, and well educated. And that means that every agency in the community, including, of course, the home and the school and the church, have a very important role to play. It means that the Department of Health, Education, and Welfare, including the Children's Bureau, have a tremendous job to do, which they can do better if their hands are held up with proper staff and proper funds.

The CHAIRMAN. Doctor, are you familiar with the budget of the Children's Bureau?

Dr. MAYO. I am not familiar with the new one, but I have been very familiar with it in recent years.

The CHAIRMAN. You are familiar with recent budgets?

Dr. MAYO. Oh, yes, definitely.

The CHAIRMAN. Do you feel that the appropriations for the Children's Bureau, the work of the Children's Bureau, have been adequate?

Dr. MAYO. I do not. I do not. And I will say quite frankly that I consider myself a biased witness on that point.

The CHAIRMAN. I agree with you. They have not been adequate. Particularly in the allocations for juvenile delinquency. They have not enough staff to do the job.

Dr. MAYO. I think it is admirable that in the last 3 years particularly, the Children's Bureau has been making a special effort in the field of juvenile delinquency, as I am sure you are aware. I think they have made great headway and have made great impact.

While we are talking about preventive measures, I would like to say that I think it is unfortunate when any 1 group or any 1 group of people or any 1 cause is held up as the main or outstanding cause of juvenile delinquency. And to put it in even clearer terms, I dislike very much to see parents being asked to carry the full weight of the problem of causes of juvenile delinquency. The full blame, I mean.

My experience with the White House conference which was held in 1950 led me to the conclusion, after talking with people from all over the country, that by and large, the parents of this Nation do a good job, and about 50 percent of them—and I am certainly one of them—are asking for help. They are searching, they are looking, and they are receptive to help, to good help. And, therefore, I think that the churches and the schools and the women's club groups and others need to do an increasingly effective job of parent education

and guidance, as well as the clinics that we have in the community, of which we need more.

The support, Senator, of adequate health measures, of adequate public assistance measures, as well as the support of the budget of the Children's Bureau, will help in getting children well born, well reared, and well educated.

And now in closing, there are just 3 or 4 things that I would like to mention that I think are particularly important from the standpoint of national leadership.

I have already mentioned 1 or 2 and you have, sir, the support of the Children's Bureau budget, the program of the Department of Health, Education, and Welfare.

Second, I think it is important that we develop the kind of national leadership which will help people to see that punitive methods are not sound approach to juvenile delinquency, but rather the educational method, the statesmanlike method, and along with that, we will not cure juvenile delinquency by throwing children indiscriminately into jails, by throwing children into jails anyway.

There are other methods of detention that have been found, as long as 50 years ago in Boston, to hold children that need to be held without placing them in that kind of environment.

Third, to mention two quite different things, there is the question, I think, of national leadership in the control of the sale of narcotics, and alcohol and in the adequate supervision and control and prevention of child labor.

The fourth I have already mentioned, personnel in various fields and certainly national leadership is needed there to support the States and the localities in that function, and Federal personnel is needed.

Fifth, we need more research. The United States Government already is doing a stunning job, I see, in research in several diseases and certainly we have in juvenile delinquency, which I regard as a disease of deprivation because in a delinquent child always some deprivation, inadequate growing up, inadequate surrounding, we need research not only in the cause of juvenile delinquency, but in the method we are now using to treat juvenile delinquency.

Along with this emphasis on research, I would like to say that we also need some research, not in just why children go wrong, but why so many of them do well, even under unfavorable surroundings.

This we might call research in juvenile excellency which needs to be emphasized along with juvenile delinquency.

Finally, I think we can use a great deal of national leadership effectively helping people to see how important it is to develop in local communities the right kind of climate and atmosphere for the rearing of families.

That means good and honest government; it means business without corruption, and it means churches which have a vitality and willingness to give leadership.

I am very glad, sir, that I have had the opportunity to speak here. I wish this committee Godspeed in doing a good job.

The CHAIRMAN. Doctor, you have been very helpful. I commend you for your testimony here this morning.

Dr. MAYO. Thank you.

The CHAIRMAN. As we read the record in preparation for our difficult work in preparing an adequate report to the Senate, we will be guided in a great measure by your advice and counsel.

Dr. MAYO. Thank you, sir, very much.

The CHAIRMAN. Have you any questions, Counsel?

Mr. BEASER. Yes; I have two.

Dr. Mayo, can you give us your idea of why juvenile delinquency in the country seems to be going up?

The CHAIRMAN. You mean in rural areas?

Mr. BEASER. Rural or urban or both.

Dr. MAYO. I think there are 2 or 3 possible reasons. I believe that the figures of the Children's Bureau show a 17-percent increase between 1948 and 1953. I think we cannot overlook the fact that that period of time was a very disturbed period in our society.

I think the figures show over a period of 50 years that any crisis in society creates a crisis in families which is reflected in the behavior of children.

I also think in some of our major cities we have had, for whatever reason, unfortunate waves of adult crime, which I think very frequently are reflected in young people's behavior.

I will cite my own city where I work and that is New York. I think that the situation on the docks of New York City and on the waterfront and the seeming indifference of many citizens of New York City to that situation has had a direct effect on the gang activities of young people.

I don't think that is the main cause, but I think that has an effect.

I also think, Mr. Counsel, that our community agencies, the court, family agencies, and other agencies that are set up to deal with these problems when they arise, have not been properly staffed and financed to meet the problem.

When I say that, I point to the fact that there has been a very decided increase in the number of children born in the age range where juvenile delinquency frequently occurs, so many of these agencies have an additional load without additional budget.

Mr. BEASER. You mentioned need for additional research in the cause of juvenile delinquency. At the present moment there has been a lot of research, has there not?

Dr. MAYO. Yes.

Mr. BEASER. Are we putting into effect in most of the localities of the country the know-how which exists for the treatment of juvenile delinquency?

Dr. MAYO. I would say we are a long way from making applications of all we know. One way we learn more is to apply what we know. In that way we learn more about behavior, more about methods of treating delinquent behavior.

I think, Mr. Beaser, the experience from the field of medicine is that the more we learn about treatment, the more we need to know if we are really going to do prevention. So that as we learn more about disease and since we are pressing to learn more about the origins of it, so I think in delinquency we need to apply and to continue our research, too.

Mr. BEASER. But it won't do much good if we just know the cause without putting into effect the treatment.

Dr. MAYO. Correct.

Mr. BEASER. Now, you seem to imply that community conditions, alcohol, narcotics, the sale of those to juveniles is a contributing factor to juvenile delinquency.

Dr. MAYO. I would say it is a contributing factor.

Mr. BEASER. Do you think more adequate policing is a solution to that phase of the contributing factor?

Dr. MAYO. I think, Mr. Beaser, that that would help. You are speaking about an area now in which I am not anywhere as near well acquainted as I am in some.

But I must confess that I feel a little bit with respect to some of these things—take, for example, alcohol—as I feel about literature and some other media that children look at and that people feel help to produce delinquency. I feel there has to be a receptive soil first, and therefore it cannot be overestimated, as a cause, but I think it is a contributing cause and I think adequate and intelligent policing would help and interstate activity and supervision would help and I think that whether or not, for example, delinquent children seek narcotics or narcotics make delinquent children, all of us know that narcotics are so inexpressibly bad that whether or not they have a direct effect on delinquency we need to give a great deal of attention to that.

The CHAIRMAN. Counsel, the Chair must interrupt. I have just been notified that I am to appear before the Rules Committee to justify my resolution for continuance of this subcommittee, to justify the additional appropriation to carry on our work.

So I will suspend the hearing temporarily for a while at least while I appear before the Rules Committee.

We will recess for approximately 15 minutes to justify the request.

Doctor, you won't mind, will you?

Dr. MAYO. Quite all right, sir.

(Thereupon a short recess was taken.)

The CHAIRMAN. The subcommittee will be in order. I will call Dr. Mayo. All right, Doctor, I interrupted you.

Mr. BEASER. Dr. Mayo, you stated that there was a need for Federal leadership. Could you spell out for the subcommittee a little bit more the type of Federal leadership that is needed.

Dr. MAYO. Yes, I will be glad to. I think, Mr. Beaser, that I said national leadership. By that I meant leadership on the part of both national non-Federal agencies and Federal agencies, and the Congress, by all means.

Of course, I think it is quite clear that considered and thoughtful pronouncements by the Congress with regard to such problems as these, juvenile delinquency, has the greatest effect, there is no question about it.

Such Federal agencies as the Children's Bureau, as the Office of Education, as the other departments, the Department of Health, Education, and Welfare, and in the appropriate areas, the Department of Justice, through adequate funds and personnel, through the encouragement of their counterparts in the States, that is to say, where the Children's Bureau can encourage and give leadership to the Department of Child Welfare in the several States, these things are of great importance and there are certain laws, as the Senator mentioned a while ago, which should receive attention, the formulation of laws which should receive attention, interstate matters, control of narcotics, and the like.

Mr. BEASER. You mentioned leadership to the counterparts at the local and State levels. Are you thinking in terms of consultation with advice and guidance? Are you thinking in terms of grants?

Dr. MAYO. I am thinking of both. More adequate grants in the field of child welfare and the ability of personnel at the field level to consult and guide the local units for which there is great demand.

Mr. BEASER. One or two witnesses before the subcommittee suggested the need for a national institute on juvenile delinquency. Have you any views on that subject?

Dr. MAYO. Only this, Mr. Beaser, that before I would support such a suggestion, I would want to be very sure that the purpose of that kind of organization could not be adequately expressed and met through existing agencies.

Now, the Children's Bureau already has a program of juvenile delinquency, perhaps strengthening that, adding to the budget and staff of that, would accomplish the same kind of purpose.

I am all for pointing up this whole problem nationally, but I am also for strengthening existing experienced agencies and holding up their hands, those that are presently in the field, and have proved that they are competent, experienced, and dependable.

Mr. BEASER. By pointing up this sort of institution or strengthening particular services for delinquents, do you think there is a danger of overemphasis of the problem?

Dr. MAYO. I don't think there is danger of overemphasis. Of course, you take in the field of public health, in the field of medical care, some people think, for example, that research in cancer is being overemphasized.

As long as cancer is killing as many people as it is, I don't think we can say that it is being overemphasized until we lick that problem.

I think that it would be unfortunate if this drive on juvenile delinquency were set up so separately from existing agencies that we didn't strengthen existing agencies. I think it cannot be overemphasized if we use existing channels, existing facilities, both national and Federal.

Mr. BEASER. I have one last question, Doctor.

Do you think the churches are doing what they can do and should do to reach the delinquent child, the predelinquent child.

Dr. MAYO. Let me speak primarily for the Christian Protestant Churches, because I know more about them than other groups.

I think they are not doing anywhere near what they can do. There are churches in certain parts of the country, in large cities and in small towns, which are imaginative and creative and warm and friendly. They organize groups of young people. They have athletic groups. They have dynamic Sunday school teachers who are themselves fine examples of Christian citizenship.

But I think the national council of churches would say, were its directors here, that we are just beginning in the churches to scratch the surface.

I think that we have a lot to do, and again to go back to the statement we made a while ago, we are not doing what we know as yet.

May I add there is to be a conference in Cleveland in November of 1955, under the auspices of the National Council of Churches in

America, which will give attention with 2,000 delegates from churches all over the country, for 4 days as to how the church can become more effective in the whole social welfare field, including the prevention of delinquency and child welfare care.

Mr. BEASER. Generally, would you say that a boy coming back from the training school on parole is received into the church organization as freely as he should be?

Dr. MAYO. I can't cite any examples right now, Mr. Beaser, of either rejection or warm reception. Many times in my experience a clergyman has visited a boy in an institution throughout his stay there and accepts him back immediately.

Sometimes in large cities he is completely lost. I think by and large you will find clergymen pretty receptive to receiving young people back into the church group or taking them in if they have not been in before.

Mr. BEASER. Is that true of the parishoners as well as the clergyman?

Dr. MAYO. That is not so much a matter of church attitude as a matter of public attitude. I think by and large the people have a pretty generous attitude toward youngsters who have failed, yes, unless their delinquent acts have been particularly serious in the community where they live.

I think mostly it is a pretty generous and warm attitude.

The CHAIRMAN. Doctor, I just made a statement before the Rules Committee. I said the best investment the Senate of the United States made in this last session, the best single investment, is the \$44,000 they gave to this subcommittee to undertake this work.

Would you agree with that?

Dr. MAYO. I could name some investments, sir, that I think this one compares with very favorably. Quite seriously, I think this is an excellent investment. I think the attitude of the committee and the Chair is admirable. I hope very much that the Senate in its wisdom—

The CHAIRMAN. I am thinking more in terms of the objective rather than the personal.

Dr. MAYO. I agree with that. I understand that. I wish you well, sir.

The CHAIRMAN. Thank you very much, Doctor.

Dr. MAYO. I am glad to be here.

Mr. BEASER. Mr. Olson and Dr. Loveman.

The CHAIRMAN. The Chair is very happy to welcome before the subcommittee this morning one of New Jersey's most distinguished Legionnaires, and also another distinguished Legionnaire, Clarence H. Olson.

STATEMENT OF CLARENCE H. OLSON, ASSISTANT DIRECTOR, LEGISLATIVE COMMISSION, THE AMERICAN LEGION, WASHINGTON, D. C.

Mr. OLSON. I am the assistant director of the National Legislative Commission of the American Legion, with offices at 1608 K Street NW.

Mr. Chairman, before presenting your friend from New Jersey, I would like to make a few preliminary remarks for the record, which I developed this morning.

The CHAIRMAN. You may proceed in your own manner.

Mr. OLSON. Juvenile delinquency is one of the major problems surrounding child welfare activities of the American Legion.

Prevention of juvenile delinquency is better practiced than the cure. Our organization has had an active and aggressive interest in child welfare problems for more than 30 years. At present we have an army of 50,000 volunteer workers engaged in this very important task.

In addition, we have a highly professional staff employed by the American Legion who aid in the planning of child welfare activities and in the supervision of the execution of those plans.

Since 1925 complete records of this nationwide activity have been maintained and will show that through the child-welfare program of the American Legion \$150 million have been expended, primarily in direct assistance to needy children.

The great bulk of this money has come directly from the American Legion, the American Legion Auxiliary, and our affiliated organizations, the Forty and Eight, and its auxiliary, the Eight and Forty.

None of it has been Federal funds.

We have a several-million-dollar fund from which half of the earnings are normally channeled to our child-welfare activity for administrative purposes and for direct aid. The heaviest expenditures, of course, occur in the communities throughout the Nation from funds primarily raised or contributed by local posts and units.

This may be slightly beside the record, but we think it will show our interest in youth activities.

Appreciating the destructive nature of heart disease and mental illnesses, the Legion in 1945 gave the American Heart Association a grant of \$50,000 to enable it to get going.

You are all familiar with the great work of that organization.

In 1950 we gave \$25,000 to the National Association for Mental Health, with the hope that its work will be recognized by all and that it will achieve the same fine results in its field that are now credited to the Heart Association.

The American Legion likes to believe that its youth program has helped prevent juvenile delinquency. Among the more important of these are the junior baseball program where hundreds of thousands of boys engage annually under supervision and expert leadership.

They are taught sportsmanship and citizenship and good will toward their fellow men. We have other important programs which are known as Boys' State and Girls' State, where thousands of boys and girls throughout the United States gather each year to learn the responsibilities of citizenship.

We sponsor thousands of Boy Scout troops. All of the things we hope help prevent juvenile delinquency.

The Legion has, Mr. Chairman, and will continue in the future to support legislation in the Congress and in the several States that will aid in the solution of this great problem.

We have given you the above to justify our appearance here and we believe that we are thus entitled to express our views on juvenile delinquency.

The American Legion is most fortunate today, Mr. Chairman, to have one of its foremost exponents of child welfare aid and guidance available to address your committee; strictly a volunteer, Dr. Samuel A. Loveman, of Toms River, N. J., who is one of the 50,000 American Legion and American Legion Auxiliary workers in this field. He

has been a member of our child welfare commission for 27 years and for the past 25 years he has been chairman of the American Legion child welfare committee in the State of New Jersey.

Mr. Chairman, I am happy to present Dr. Loveman.

The CHAIRMAN. Thank you very much, Mr. Olson. The Chair is very happy to greet Dr. Loveman.

**STATEMENT OF DR. SAMUEL A. LOVEMAN, TOMS RIVER, N. J.,
MEMBER OF NATIONAL CHILD WELFARE COMMISSION, THE
AMERICAN LEGION**

Dr. LOVEMAN. Thank you, sir.

The CHAIRMAN. It so happens I have known Dr. Loveman for many years. I know of his great work in and out of the Legion, and I know that you are making a contribution now to this subcommittee's undertaking.

Dr. Loveman.

Dr. LOVEMAN. Mr. Chairman and members of the committee, I have a statement prepared here which I want to leave. I think you have copies of it. I am not going to read the statement for conservation of time, but will mention 1 or 2 highlights here that I think are important.

The Legion child welfare program, of course, was originally aimed to aid children of veterans, but we are interested to try to improve the conditions of all children.

Our motto is "A square deal for every child."

We have been interested in delinquency for many, many years. Shortly after the American Legion took up child welfare we recognized the importance of a delinquency prevention program and national conventions have passed many, many resolutions regarding it, and it would take a long time to even mention them here.

There are many causes of delinquency. We believe that there are almost as many causes of delinquency as there are delinquents themselves.

However, the underlying causes must be treated. I personally believe that we have four institutions or agencies that we need to consider. They have been mentioned here this morning, some of those who have already testified.

The first one is the home. I think we need to place the emphasis upon the need of discipline. I mentioned when you held a hearing, Senator, in our State, that in my judgment one of the institutions that ought to be restored was the old-fashioned woodshed. I think that very frankly the members of the families, the parents of children, have slackened off considerably on discipline. We need to use this discipline instead of depending too much on the psychiatrist to take care of the situation after it is developed.

Another thing that is important so far as parents are concerned, is that they need to make themselves accessible to their children and then approachable after they have been accessible.

So that they might discuss problems with their children; or the children on the other hand might discuss them with the parents, and that, too often, is missing.

The CHAIRMAN. Doctor, you mentioned discipline. We had a witness testify some weeks ago before this subcommittee and he agreed

with you that the woodshed, as you put it, was not too bad provided the discipline administered there was administered with love and affection.

Dr. LOVEMAN. I agree thoroughly. I think usually the punishment handed out in the woodshed hurt the punisher more than it did the one who was punished.

But to some degree at least, lack of discipline in my judgment, is missing in many situations.

I think parents showing strength to children is important and strength means, of course, love. Love is strength.

And it ought to be strong enough, strength and love ought to be strong enough for the parent to say no when it must be said and strong enough to say yes when it must be said.

The next institution or agency that has concern with this problem, of course, is the church and that has been very fully covered this morning.

I want to bring out, however, one thing, that one of our committees investigated delinquency several years ago, and it was brought up at the San Francisco convention in 1946, at which time we established the back-to-God movement and urged parents to get their children to Sunday school for instruction in religious training, and that was that 90 percent of the youngsters who were adjudged as delinquent at that time had had no religious training of any sort.

So religious training for the very young and the older groups, too, is very essential.

Schools have been mentioned. I think too many parents are completely ignorant of their children's progress in school and emphasis should be made on that point.

Now, the community is a fourth agency or institution. Formation of coordinated councils, community councils for the purpose of making surveys of the conditions and needs of the community as related to the youth and then a considered effort and utilization of every resource to provide conditions which will aid at least in preventing delinquency should be established.

We printed at least 15 years ago a pamphlet called *Our Children's Future*, outlining a program for the formation of community coordinated councils, getting representatives of every organization in the community who might be interested in the welfare of children to get together and establish some measure of agency which would take care of the leisure time of youngsters, keep them busy, not to mollycoddle them, but to keep them busy doing something that will be of benefit to them in the future.

There are many organizations, of course, in communities such as the Scouts, the Boys Clubs of America, PAL organizations, the Catholic Youth group, all of these, but the coordination of the program of all of those if they exist in the community should be made and then other organizations, church groups, civic clubs, and so on, ought to all be gotten together in a group, find out what is needed in the community, and then every effort bent toward providing the necessary remedies, if you will, to keep these youngsters busy and keep them out of mischief.

Now, I think in the conservation of time, Mr. Chairman, I have purposely not gone into the written statement which was prepared.

I want to present that to you so that your committee may have that to put in the record.

The CHAIRMAN. Doctor, at this point in the record, we will put your statement.

Dr. LOVEMAN. Thank you.

(The statement referred to is as follows:)

STATEMENT OF THE AMERICAN LEGION

Mr. Chairman and members of the committee, I am Samuel A. Loveman, a practicing dentist of Toms River, N. J., and presently a member of the national child welfare commission of the American Legion, in which organization I have been a continuous member for 30 years. For 25 years I have been the American Legion child welfare chairman for the State of New Jersey, and have taken an active part in the various programs of my community and State designed to combat and treat delinquency. I do not in any sense appear before you today as an expert in the field of delinquency, but rather as a layman with an intense interest, both individual and organizational, in this most important subject.

PURPOSE OF AMERICAN LEGION CHILD-WELFARE PROGRAM

I am sure many of you on this committee are acquainted with the activities of the American Legion, one of which is its vast child-welfare program, created more than a quarter of a century ago to guarantee care and protection to the children of veterans and, in addition, to improve conditions for all children. Since our beginning we have held steadfastly to this purpose and, as best we can, have attempted to attain a square deal for every child.

ORGANIZATION OF 50,000 VOLUNTEERS

To accomplish our purpose we have organized ourselves into an army of volunteer child-welfare workers, now numbering about 50,000 persons working in this field of endeavor. Our workers now constitute one of the largest groups of trained child-welfare volunteers in the country. Our organization reaches to nearly every crossroads and hamlet (as well as to the urban areas) by virtue of a child-welfare chairman in practically all of our 17,200 posts of the American Legion and our 14,000 units of the American Legion Auxiliary. In addition to these groups, we also have chairmen in 1,010 voitures of the 40 and 8 and in the 575 salons of the 8 and 40, both of which are affiliated organizations working in the child-welfare program.

THREE BASIC CHILD WELFARE PRINCIPLES

In attempting to fulfill the purpose for which the child-welfare program was established, we have through the years developed three guiding principles of major importance. The first of these principles is to maintain the integrity of the American family home, which I'm sure this committee will agree is the bulwark of democracy. Our second important principle is to cooperate with all existing agencies (with proper standards) rather than establish duplicating and overlapping facilities for children. And our third principle is to maintain a "whole child" program designed to meet the physical, intellectual, emotional, and spiritual needs of children. With these three principles and with our purpose of a square deal for every child, we have been interested in delinquency almost from the very inception of our program.

HISTORY OF INTEREST IN JUVENILE DELINQUENCY

To recite to you the scores of resolutions that have been adopted by national conventions of the American Legion on the subject of juvenile delinquency would be to labor the reason for our being here today. Suffice it to say that as early as the 1920's, only a few short years after the foundation of the American Legion itself, we began to be interested in delinquency and in those programs that might help to reduce the number of children finding it difficult to remain within the bounds that society has established. By 1932 we summarized our attitudes by saying, "The American Legion recommends to its departments the necessity and importance of continued interest and activity in the questions dealing with the juvenile offender and that every effort be made to attain adequate

standards for the States in the prevention and treatment of juvenile delinquency, including juvenile court administration, juvenile detention homes, and juvenile correctional care."

Our interest in adequate standards in these phases of care remains constant today—some 24 years after our first verbalization of them.

MULTIPLE CAUSES OF DELINQUENCY

Most of us in the American Legion's child-welfare program who have made any real study of juvenile delinquency hold the eclectic theory of causation. In other words (although this may be slightly exaggerated to prove a point) we believe there are almost as many causes of delinquency as there are delinquents themselves, that each delinquent has his own individual and particular causes for being delinquent. Subscribing to this belief in multiple causation of delinquency, we also naturally must recognize the need for multiple programs for prevention, care, and treatment. We do not profess to have a single nor an easy answer for reducing delinquency nor the number of delinquents.

UNDERLYING CAUSES MUST BE TREATED

In addition to the belief we have just mentioned, we in the American Legion child-welfare program also believe that delinquency itself is only symptomatic of some underlying cause, and to effect a lasting "cure" we must treat the cause rather than the symptom. To use a parallel from my own field of dentistry, delinquency can be compared to a toothache. There are times of course when a patient may have a severe toothache that it is necessary for me to treat the ache itself by anesthetizing the area or even by removing the tooth itself. But, generally speaking, my job is to find out why that tooth is aching and treat the real cause. When I do discover the real cause of the toothache and treat it, then the tooth itself may very well be saved for a lifetime of useful service to the individual. We believe the same principle applies to delinquency and the juvenile offender.

PROGRAMS MUST BE COMMUNITY-CENTERED

Among the many things that the American Legion has come to know is that there are no children living in our national headquarters in Indianapolis nor are there any children residing in the Halls of Congress or the departments and bureaus of Washington. Children live in communities, and in communities their delinquencies occur. It therefore seems obvious to us that any intelligent program of prevention or treatment must be designed to meet the problem where it exists—at the community level. To this end the national child welfare commission of the American Legion has adopted as one of its standards of good administration the belief that the agency or agencies which render services to the child should be locally administered whenever possible, even though it may be necessary for a higher level of Government in the case of public agencies or a higher organizational level in the case of private agencies, to contribute funds for this purpose.

RESPONSIBILITY OF STATES

We do recognize however that a local community may not be the most efficient or economical unit on which to place certain responsibilities incumbent in the wise care of children. For this reason States themselves have found they have some responsibilities they can more readily discharge than can local communities. For example, there are few communities that have found it wise to establish a publicly supported college or university for the young people of that community alone. This is a function the States generally are better able to perform. Likewise there are few communities which find it necessary to have training schools for delinquent children for their own local use. Here again States have found this a responsibility appropriate to their level of administration.

RESPONSIBILITIES AT NATIONAL LEVEL

By like token, it is conceivable that there are certain responsibilities which more nearly fit into a national pattern than into a State or local one. Four areas in which there appear to be some national responsibilities will be mentioned, but, as a preface to a brief discussion of these four areas, we do wish to point out that at this time we are not attempting to say how these functions should be financed or who should carry them on. These are merely jobs or

portions of jobs which probably can best be performed at a national level. If private organizations or agencies are able to do these things, all well and good. If they are not able or willing, then I believe this committee should give some consideration to the use of both public funds and the legislative authority of Congress in meeting these national responsibilities. It appears to us that the present special juvenile delinquency project attached to the United States Children's Bureau, financed as it is by foundation grants, offers an example of a possible sharing of responsibilities by the Federal Government and legitimate private agencies.

RESEARCH SHOULD BE STIMULATED

May we suggest to this committee that one need at the national level in the field of delinquency is that of expanded research? We already know a great deal about delinquency but, quite obviously, we do not know enough. In addition, if we admit that delinquency is at least in part the result of the conditions and times under which young people live, then research should be a continuing process, since conditions and times do constantly change. The Federal Government has already acknowledged an obligation in the field of mental health research through the establishment of the National Institute of Mental Health. We feel that more intensive research in the delinquency field may be just as productive as research in other areas.

PUBLIC EDUCATION AND COUNSELING SERVICES NEEDED

While we are learning more about delinquent behavior through research, it is just as necessary that people generally be educated on what we as a society already know about delinquency and on what we hope to learn in the future. In this regard I would like to take this opportunity to commend the United States Children's Bureau for the excellent educational job they have done the last few years through their special juvenile delinquency project. I also want to give due credit to those private citizens who, through their concern for children and their country, have made funds available for this project from their own resources. As an organization we would like to ask this committee to give consideration to the need for a continuing program of education at the national level, such as the program the Children's Bureau is now conducting.

There is also a need for a specialized kind of public education in the delinquency field. I refer to the need for some type of consultation service to the State and community agencies which are actively working with delinquent children or attempting to devise programs of treatment and prevention. It is true that the Children's Bureau does provide some service along this line as do also a few privately financed national organizations. The fact remains that the meager number of competent persons engaged in consultation service cannot even begin to meet the present demands for such service. Through our contacts with our posts and our auxiliary units we know that most communities want to do a good job in preventing their children from becoming delinquent. We know, too, that every new police chief or every new juvenile court judge or every new detention home superintendent takes over his or her duties with the full hope and expectation of doing a good job. Many of these people tell us of their wish and need for consultation service. We again refrain from making any suggestions as to means of financing such a consultation service. We do recommend it to your attention as a need regardless of how it may best be financed.

ADEQUATE REPORTING SYSTEM ESSENTIAL

Our national child welfare commission of the American Legion is also concerned with the present reporting system as it applies to the field of delinquency. For many years we have found it quite difficult to readily attain any adequate picture of what the delinquency situation in the United States really is. Knowing the extent and nature of our problem certainly appears to be basic in any attempt to cope with it. Because of the many variations in laws, practices, and jurisdictions, we fully realize the difficulty involved in collecting statistical data. We do feel, however, that the incompleteness of national statistics is one of the important lacks that are evident at national level and one to which this committee might wish to give consideration. Whether the problem is one that would require legislation or whether it could be handled administratively, we are in no position to say. We hope, however, that the resources of this committee can improve statistical data.

SHORTAGE OF TRAINED PERSONNEL IS NATIONAL

Still another concern of national importance held by the child welfare commission of the American Legion is the shortage of competent personnel trained to deal with delinquents. We know, of course, that there exist shortages in many of the other professions as well, but in this hearing we are talking about delinquency. Nearly everywhere we go throughout the country we find one of the basic lacks to be trained personnel, and we find members of American Legion posts and the communities in which they are located earnestly seeking help in finding trained persons to fill the many vacant positions. We submit to you gentlemen that, unless we find some way to provide needed personnel, we cannot go very far in our effort to prevent or reclaim delinquent children. We have no pat answer nor any easy solution to suggest in this regard. We are not attempting to say here that the education of personnel for the delinquency field is necessarily a situation that can best be handled at national level. We are saying, however, that it is of national importance, and we would hope that this committee might give serious consideration to its solution. Some attempts to meet this need have of course been made through private interests. But these efforts still leave a critical shortage of qualified people in a field which requires a high degree of competence on the part of both professional and subprofessional workers.

ADEQUATE CHILD WELFARE SERVICES ESSENTIAL

One final point we wish to bring to your attention. Believing as we do in the multiplicity of causes of delinquent behavior we likewise believe that a multiplicity of services must be available to either prevent or treat delinquency. Through years of effort and continuing need this country eventually established a program of child welfare services now administered by the Children's Bureau. In recent years however the trend seems to be toward reducing the money made available for these very needed services. Perhaps there are points at which economies might be wisely exercised but we believe that to continue to reduce the total services to children at a time when our child population is increasing at such a rapid rate is at very best only a temporary economy and may eventually prove to be a costly one. To fail to provide a needed service for a child at the time he needs it is certainly one way of aggravating rather than alleviating our increasing delinquency rate. I recognize that adequate appropriations for child welfare services may not be a specific function of this committee, but I believe you will agree with me that if we are to really do anything worthwhile in reducing the numbers of our children who come in conflict with society we must use all the tools at hand. Adequate services to children are certainly some of the tools that we must depend on.

AMERICAN YOUTH STILL BASICALLY SOUND

In conclusion, Mr. Chairman and members of the committee, I want to express our sincere appreciation for the opportunity to appear before you today to present my views and those of the national child welfare commission of the American Legion. Also, although it might not be my place to do so, I want to compliment the committee on the method of conducting this investigation so far. We are impressed with the seriousness of purpose of the committee. The dignity with which hearings have been held, and the absence of exploitation of children both attest to this fact. In any profession or group there are those whose activities bring criticism and discredit to the many—and so it is with children. Your investigation could have been handled in such a way as to bring criticism to the vast majority of normal, healthy children who are not delinquent. Those of us interested in children are indebted to you for your thoughtfulness and your consideration of all children and most especially for not permitting your investigation of the few to act as a brand on the many. The American Legion, composed now of veterans of three wars, has complete confidence and trust in the youth of America. We have seen America rely on these youths for its very existence. They have never failed us. Because we are so aware of the importance of children and youths to our country, we want to offer our full support in those efforts which are now being made or which are to be made in the future to assure for the greatest possible number of today's children the fullest enjoyment of the rights and privileges of American citizenship.

The CHAIRMAN. Doctor, bearing in mind, or having in mind the fact that all levels of government have a responsibility in this field, would you say that the primary responsibility is at the community level?

Dr. LOVEMAN. I think that dealing with the youngsters is on a community level.

Now, I think one of the things in this statement which I have made and which I have not mentioned, is the fact that there is greater need of trained personnel in this particular field to meet the needs from the standpoint of giving advice to these individuals in States, and particularly in communities who need guidance to carry on the program.

We have rather stressed in this statement that need of training for personnel who can give advice to State and community agencies, who are actively engaged in this work.

The CHAIRMAN. Relying on your broad experience in this field, could you tell this subcommittee why we are having an increase of delinquency in our rural communities?

Dr. LOVEMAN. Of course, there is a tremendous increase in the number of youngsters who are coming along. That in itself would increase the problem of juvenile delinquency. The greater number of children you have, a certain percentage of them are apparently going to get into trouble. I think very frankly that in my judgment the communities have not coordinated the resources which are available to do a much better job. I think that we need to get these community councils which I have mentioned, representatives of all the different groups to recognize what is needed, get a survey of the community and try then to do something about it.

We have agencies going off on certain tangents, but there is no considered or coordinated effort being made. In some communities, yes, it is being done, but I think, generally speaking, we need to bring emphasis that a coordinated effort must be made.

I do not know whether that answers your question or not, Senator.

The CHAIRMAN. Yes. None of these questions can be answered completely because the field is so broad. I wonder if there is any explanation which you can give of the fact that so many of our younger children in the juvenile class are committing more serious crimes all the while?

Dr. LOVEMAN. This may be exaggerated, although I do not think so. I recently saw on television a true case depicted—I think it happened in Chicago—where a young kid about 16 years of age thought he was playing with a toy gun. He picked up a real gun and killed a man in a store. He went in to buy something; it was a grocery or delicatessen store.

Some time ago, as you all know, we put the emphasis on safety for the Fourth of July and prevented the sale of fireworks as a safety measure. I am wondering whether or not a great deal of this delinquency might not be caused by some of the things that kids see on television that have to do with a lot of shooting and most every kid you see when they walk into the house the first thing they do, even if they don't have a toy gun, they pretend they have and they go "bang, bang, bang" at you.

I am wondering if these youngsters are not influenced by that sort of thing. That is not the main thing, but it certainly has a bearing on it.

The CHAIRMAN. The Chair is concerned about that, very much concerned. As I said in one of the hearings the other day, I have the occasional privilege of visiting my home in New Jersey and the last time I was home we had four of our grandchildren there. The way they imitated the characters on television clearly indicated to me that maybe television needs censorship of some kind.

Dr. LOVEMAN. I rather think that is a universal thing because that is what greets me when I visit my grandchildren, too.

The CHAIRMAN. Are there any questions, Counsel?

Mr. BEASER. I have no questions.

The CHAIRMAN. Doctor, we are very grateful to you for coming down here from New Jersey. Thank you very much.

Dr. LOVEMAN. Thank you very much.

The CHAIRMAN. We are also grateful to Mr. Olson for bringing you.

Dr. LOVEMAN. Our group of 50,000 will be behind any project that is set up.

Mr. OLSON. The American Legion appreciates the courtesy extended this morning and is glad for the opportunity to be here.

The CHAIRMAN. The Chair will have to suspend. There has been a quorum call. It is my misfortune to be chairman of the Republican Calendar Committee. We are having a calendar call today.

So I must get the session suspended until 2 o'clock.

(Thereupon, at 12:15 p. m., the subcommittee was recessed, to reconvene at 2 p. m., same day).

AFTER RECESS

The CHAIRMAN. The subcommittee will come to order.

The counsel will call the first witness for the afternoon session, but before he does I would like to make this suggestion. I notice some of the witnesses here this afternoon have come from long distances and you might be concerned about your trip home. So if any of the witnesses would care to put in formal statements and then go on their way, the Chair will accept that arrangement because I do not want anybody to be stuck in the snow here this afternoon.

All right, you may proceed.

Mr. BEASER. Mr. Roy Breg, Mr. Jamey Saunders, and Mr. Monroe Drew.

The CHAIRMAN. Do you plan to testify together?

Mr. BREG. If I may speak first and then introduce my colleagues, I would appreciate it very much.

The CHAIRMAN. Fine. You proceed in your own manner.

Mr. BEASER. Please identify yourself for the record, with your name, address, and occupation.

STATEMENT OF W. ROY BREG, EXECUTIVE SECRETARY, ALLIED YOUTH, INC., WASHINGTON, D. C.

Mr. BREG. I am W. Roy Breg, the executive secretary of Allied Youth, Washington, D. C., where we have our national headquarters.

It is a privilege, gentlemen, to appear before this committee and to

make statements concerning the efforts that Allied Youth is making in the direction of self-restraint and self-discipline on the part of young people. We have the feeling that unless we can develop on the part of youth that philosophy of self-restraint and self-control, there is little to expect so far as the future of our nation is concerned.

Allied Youth is a movement in the direction of self-restraint and self-discipline. It is nonsectarian and nonpolitical. It is completely identified with the movements in America which are endeavoring to maintain a strong America; recipient for the last 3 years of Freedoms Foundation Award for the part that Allied Youth has played in the lives of young people, a movement in the field of alcohol education and alcohol-free recreation, helping the young people to build personality, character, citizenship, and leadership.

The CHAIRMAN. I dislike to interrupt your testimony but that was a quorum call and the Chair will have to go to the chamber and answer the quorum, so I will be right back.

The subcommittee will stand in recess for 10 minutes.

(Whereupon, a short recess was taken.)

The CHAIRMAN. The Chair regrets the interruption.

Mr. BREG. Allied Youth works in the high schools of 39 States, the District of Columbia and in Nova Scotia. It sets up what we call Allied Youth posts to make a study of the alcohol problem and to develop a social experience and fellowship among young people that makes it quite easy for them to meet the tremendous pressures that are on young people, for all young people are under pressure with regard to the drinking of alcoholic beverages and Allied Youth's idea is that when they make a choice as important as this they are entitled to have all the facts that science makes available. We have been very careful to adhere to the scientific facts.

Allied Youth became quite a popular idea in the schools, with this boy representing a post of more than 1,200 members in a single high school. Membership is entirely open to everyone within a school who is sincerely interested in the objectives of Allied Youth.

Allied Youth is strictly a volunteer organization. It does not press anybody to do anything that they don't want to do. Our membership come in an induction ceremony making a statement:

My purpose in joining Allied Youth is to learn the truth concerning alcoholic beverages, and the best way of life in relation to this problem.

The athletes are taking a very considerable interest in this. The athletes know that the great coaches and the lesser ones have no time to fool with the boys who do not comply with the training rules and the athletes that follow the rules desire that the rest of the crowd that sit in the stands and root for baskets would follow the same rules.

I do not boast that there is not drinking at some Allied Youth parties. We have very large parties numbering several thousands in a single party. It is not what happens at an adult-sponsored party. That is not where the test comes to the young people. The test comes to young people when they are on their own and free to do whatever they will about this question of drinking.

Allied Youth has developed a demonstration that changes the thinking and the attitudes of young people concerning drinking and it is shown that it can attract leaders of the drinking crowd.

There are many experiences that could be put into the statement. If I may I would like to enlarge this statement and place it in the hands of your committee.

The CHAIRMAN. Mr. Breg, you have that privilege. Let that be exhibit No. 37.

Mr. BREG. Thank you, sir.

(The literature referred to above was marked "Exhibit No. 37," and is on file with the subcommittee.)

Mr. BREG. I was on a train going to Toronto the Saturday night after Thanksgiving. The Philadelphia Inquirer reported with a big headline that the crime commission had been appointed in Philadelphia with a dozen, 15 leaders of the community to do something about it, about youth problems, and well they might, for as we understand it 1,100 teen-agers were arrested in 1 weekend.

I began to wonder how far adults can go, realizing that everything possible should be done on the part of adults but that unless we can get young people to the place where they will accept responsibility and leadership we do not have a very real promise of success.

I thought then of a conference held a few days before Thanksgiving. It was held at Buck Hill Falls, Pa., the International Allied Youth Conference with more than 400 in attendance, mostly high school young people.

Jamie Saunders of Amarillo, Tex., was elected the international youth chairman of Allied Youth, and we saw there how far Allied Youth has gone in the building of a tradition among young people, an acceptance of responsibility.

Sponsors who had been there in previous years came back to say there was a tremendous change as youth leadership is being developed and competent observers who came to the conference, educators, and leaders in other fields, were there to take a look at this. No obligation to Allied Youth, but they came away with the feeling that probably here was the answer or one of the answers to these questions of juvenile difficulties and troubles which our Nation is so burdened with.

I would like, if I may, Senator Hendrickson, to present Jamey Saunders for a brief statement from him and then Monroe Drew, our extension director.

The CHAIRMAN. Mr. Saunders.

STATEMENT OF JAMEY SAUNDERS, INTERNATIONAL YOUTH CHAIRMAN, ALLIED YOUTH, INC., WASHINGTON, D. C.

Mr. SAUNDERS. Thank you, Mr. Breg and Senator Hendrickson.

I am Jamey Saunders from Amarillo, Tex., international youth chairman of Allied Youth. You said a minute ago that some of us that came a long way might be a little worried about the weather and our chances of getting back home. I guess I come in that category. But for my part of the country, this kind of weather is rather unique, so I am not at all worried about it. I am glad to be here despite the weather.

The CHAIRMAN. We are glad to have you here.

Mr. SAUNDERS. Thank you, sir.

I think what you would like to know is from a member's viewpoint, exactly what Allied Youth does. So I will tell you in my words. It may not be the exact correct English, but I will tell you anyway.

Actually, what Allied Youth does is to help a member, student in high school, to grow up. It helps him to grow up both morally and physically.

Now, your committee in its findings and in its statistics—I won't argue on those statistics, I won't present mine—I will take yours. You know the number of high-school students in the United States.

Now, as we have all heard, a famous saying that has been going on for many years that the youth of today are the leaders of tomorrow; now that is right. I am sure you agree with me on that. Then you know the number of youths in the high schools in the United States today. They are to be the leaders of tomorrow.

We have to decide some way in which direction these youths of today will be leading tomorrow. They have to have some preliminary education to teach them the right direction in which to lead.

Now, the way Allied Youth comes in this is that it teaches them the direction to lead and the way it teaches them this is by showing them how to get along with people.

We start with Allied Youth, such as my post in Amarillo; we have 1,206 members. That is the largest membership of Allied Youth in one high school in the United States or anywhere for that matter. But in that way it starts them off with how to get along with people. How to get along with their fellow club members, the sponsors, and leaders of the school, and the city. You see, Allied Youth does teach them well that they may lead in the future.

Then, physically, I will give you an example of this. Say there is a boy standing on the street corner and there is a car going this way and a car coming this way and he is trying to get across the street, but the cars are swishing back and forth and there is no way for him to get through. Finally, after he has been standing there quite a few minutes he gets pretty mad, through, first, frustration, and then he turns to aggression.

He looks down and there is a brick on the sidewalk and he picks it up and aims it at the first car. Naturally, that car stops. Through, first, frustration, and aggression he stops the car so he can get across the street.

Now the youth of today are faced with the world going by both ways and somehow they have to get in but it is not exactly stopping.

Well, you may say that was not exactly the way for the fellow to get across the street when he picked up the brick, but nevertheless he had to get across the street and that is what he wanted to do, so that is the only outcome he found; to pick up the brick and make the car stop and then he could get across the street.

The youth today are trying to find some way to get across the street, getting into the movement of the world. We have to present some way in which youth can get across this, we will call it the street.

Now a person this morning said that the old-fashioned method of the woodshed is one way to teach young people of today how to get along. I have heard that a pat on the back is always effective if it is administered often enough and low enough.

Now I guess that is right. But there ought to be another way to help these young people get along. Well, you know it would not be practical to remove the rock, that brick, so the kid could not throw it at the car. That is right, you can't remove bricks. Well, you can't remove the other problems that are facing kids today.

It is not practical to try to remove alcohol from the grasp of students. There is no way you can do it. You cannot remove the other vices that are up against people today. That is just not practical.

So there is another solution that has to be reached and that can be through education. Through education you can teach this kid to use the crosswalk by using a street light, that way he can get across the street. Through education he finds that.

Through education we can teach the students of today how to get along without alcohol. That is what Allied Youth is. It is teaching the students, the high-school people here in the United States and in Canada, that they can get along happily and effectively without alcohol.

Now I have presented that Allied can teach kids both morally and physically in its program. Some of you may have wondered why I have not said anything about spiritual.

Yes, there is a small spiritual program in Allied Youth, but it is nonsectarian. Anyone can be a member of Allied Youth. Now, I am the international president. I am a Catholic. Now the other two members, the first vice president and the second vice president, are both Protestant. And among the membership of the AY clubs and up at Buck Hill Falls where we were elected to our offices, there were Negroes and Jews. So you see that takes in the Catholics, the Protestants, the Negroes, and Jews, all combining their thoughts, morally, physically and spiritually—but it does not teach anyone's religion in its program.

It teaches a wholehearted idea of a vast knowledge, not any one religion.

Now, some of the statistics you may want to know about. Well, Allied Youth is spread throughout the United States and Canada in 260 high schools. In those 260 high schools there are a little over 22,000 members. Now that has started since 1936 when AY was introduced to the United States.

Then as we go on looking at AY, some people may say, "Well, I have noticed some of the members of Allied Youth do drink." Sure, I admit that.

They say, "Since some of the members do drink, that means it has been failing." You may want to look at it that way, Senator, that there are a good many churches here in the United States, there are churches all over the world, and everyone will have to admit that there are members of those churches that don't exactly comply with the efforts and the ideals set out by those churches, but no one can say that churches are not successful, the churches are a failure.

So I can easily say that even though there may be a few members of Allied Youth who do drink and who are a detriment to society, you cannot say that Allied Youth is a failure in the way that you could not say that churches are a failure.

You may have a few ideas that have come up in your mind that I have not cleared. There probably are a good many things—I have just taken a few moments of your time. If you have any questions, either of you, that you would like to ask, I will be glad to answer them.

The CHAIRMAN. Do you have any membership in New Jersey?

Mr. BREG. Very small in New Jersey. We have really tried there, sir.

The CHAIRMAN. The Chair wants to thank you for the fine work you are doing. I know I speak for my colleagues who are absent today. We are highly privileged to have you here. I know that the eyes of the Nation are on you and on your organization.

Anything this committee can do to help this organization, help build the organization, help you to reach your objectives, we stand ready to do.

Now, we are here to serve you.

Mr. Drew, do you have something you wish to put in the record?

**STATEMENT OF MONROE DREW, JR., EXTENSION DIRECTOR,
ALLIED YOUTH, INC., WASHINGTON, D. C.**

Mr. DREW. Senator Hendrickson, I would like to make a very brief and informal comment.

The CHAIRMAN. We will be happy to hear from you.

Mr. DREW. I am speaking from 6½ years of active duty as a Navy chaplain. Four of those years as a special projects officer on the staff of the Navy Chief of Chaplains here in Washington.

I have come to Allied Youth as extension director because of the recognition that I have had as a chaplain in the Armed Forces that by the time a young man gets to the Armed Forces, much of the damage is done in terms of his own lack of appreciation of the possibilities of the moral and spiritual integrity of his life in everyday terms.

I have come to Allied Youth also because I am willing to recognize the facts as they confront American people throughout our Nation in regard to the threat of alcohol.

The only reason, I discover, that Allied Youth is working with the alcohol problem is that it is symptomatic of many other problems. In other words, we are not concentrating upon the alcohol problem only because we have a special interest in that particular area of social difficulty.

Just this fact around which Allied Youth works—there are 7 million alcoholics and problem drinkers according to the Yale School of Alcohol Studies at the present time in the United States. We are gaining a quarter of a million new ones every year.

Of that 7 million group, which, of course, affect many other millions of people here in the United States, over 70 percent began to drink when they were in high school.

So we work around this factor that the high-school student is really the key to the threat of alcoholism which can, as it certainly has with France, make a tremendous problem for all of us in every phase of national life.

Now, in being realistic about this situation, Allied Youth is now entering some of the problem areas. I have just come from 4 weeks of work in Philadelphia, where we had the interest of one of the finest newspaper writers in one of the great newspapers of that city, digging into a situation where ordinarily we do not get the kind of attention to this problem that we believe is deserved.

And I have found this: Not only in Philadelphia, but in speaking now to some 50,000 high-school students since the 1st of September of this year, that we are confronted with a problem which I believe legislation cannot affect.

And we are now faced with the difficulty involved in some \$250 million worth of advertising, all of which is conducted by the liquor interests in terms of the most effective media in our times, plus the fact that now out of Hollywood have come many motion pictures that have within themselves drinking scenes that seem to fit the story.

I believe that these drinking scenes that we see via the motion-picture screen in the theater and via the television screen in the home are perhaps the most powerful factors affecting youth today.

Now, I heard the comment from you, Senator Hendrickson, that perhaps we ought to have a board of censorship, we ought to have more censorship I think is the way you put it in relation to television.

The CHAIRMAN. Understand, the Chair's mind is just exploring.

Mr. DREW. That is right, and I find that is certainly the situation we are all in, Senator.

But it seems evident to me at least, that we are going to have a tremendously difficult problem, talking in terms of official censorship, that actually this is a matter of having to compete directly, ideas with ideas, principles with principles, values with values.

In other words, the real issue before youth today, I believe, is the matter of how dramatic decency can be. And the job which we have as Allied Youth, and the job which I believe we all have as agencies and institutions, churches, parents, all of us who are interested in a better America, is to find more effective ways to dramatize decency.

That must be done, and we cannot do it except we use the tools of modern civilization.

There are millions upon millions of dollars being spent in the dramatization of something other than decency for the purpose of making money, and we must, I believe, challenge all those in this Nation and the business interests in this Nation to help in the task of providing the kind of weapons for truth, for the kind of facts I have been dealing with in just this short time today, weapons which will be effective.

We cannot any longer win this battle using typical approaches as we have used them in the past with youth. Dramatization is the thing that sells alcohol beverages today. Dramatization is the thing that sells the great entertainment presentations today. And we must now use the mass media for all they are worth, filling in the opportunity and the framework which is represented in something such as Allied Youth.

The CHAIRMAN. I might say that this subcommittee is trying to dramatize this whole problem of juvenile delinquency. There are those who may disagree with our effort to furnish leadership at the national level and those who might say that our principal function as a committee is to find means to handle this whole problem through legislation.

That is probably true, but if we cannot dramatize this problem so the public's imagination can be utilized, then we cannot through legislation solve this problem.

Mr. DREW. May I ask you as head of the committee, is there any possibility for using television as the Kefauver committee used television at some time in the work of your committee, to dramatize this before the general public?

The CHAIRMAN. We have had some television since we started our hearings. I hope as we progress under the new resolution, which, in-

cidentally, did pass the Rules Committee this morning, that under this new appropriation we will be able to do some more dramatization through the medium of television.

Mr. DREW. Thank you for the opportunity of speaking to you this afternoon.

Mr. BREG. We certainly appreciate very sincerely this opportunity to appear here today.

The CHAIRMAN. We are very grateful to you. You have helped to make a record today that will make it easier, I am sure, for the subcommittee to write its preliminary report.

Mr. BREG. Something can be done.

The CHAIRMAN. It has to be done.

Mr. SAUNDERS. Thank you, sir.

The CHAIRMAN. Mr. Breg, you get busy in New Jersey and I will try to help you.

Mr. BEASER. Judge Lindeman and Mr. Corwin.

STATEMENT OF GEORGE B. CORWIN, SECRETARY, YOUTH PROGRAM, NATIONAL COUNCIL OF YOUNG MEN'S CHRISTIAN ASSOCIATIONS OF THE UNITED STATES OF AMERICA, NEW YORK CITY

Mr. CORWIN. I believe you know Judge Lindeman?

The CHAIRMAN. I certainly do. We are all proud of him in New Jersey.

Mr. CORWIN. We are proud to have him come as a representative of the National Council of YMCA's.

I am George Corwin, the secretary for youth program of the National Council of YMCA's.

We would like, if we may, to have the privilege of dividing the time, Judge Lindeman and myself.

The CHAIRMAN. You may proceed in your own manner.

Mr. CORWIN. Thank you.

We do appreciate greatly this opportunity of meeting with the committee and saying a word on behalf of the YMCA and its concern about the problem which you are wrestling with.

The YMCA is made up of over 1,700 units, has a membership of over 2 million members, \$63,000 of them are boys and girls under 18.

I suppose it is quite clear now, as we think about this problem of juvenile delinquency, that there are two major aspects of the problem. One is the aspect of prevention and the other is the aspect of treatment, therapy.

I think as the YMCA has looked at this problem, we find ourselves feeling that our major responsibility, although not sole, our major responsibility is in the field of prevention.

And while we are interested and involved in the treatment of individuals along the line, that perhaps our great contribution in this area, as I say, is in the field of prevention.

I thought it might be interesting to the committee to know that back in 1947 the YMCA, sensing its responsibility when this matter was then before the public, identified what seemed to a little group of us to be the 7 or 6 major contributing causes to juvenile delinquency. All of them are familiar. They have been mentioned many times.

But as we looked through the literature and the research that was available then, we identified these six.

First, the matter of housing and the substandard sections of cities in which families have to live.

Second, the matter of parental neglect.

Third, the whole area of personal insecurity of the individual boy and girl.

The lack of adequate recreation facilities.

Racial discrimination.

Inadequate religious training.

We identified these as six, which seemed to us to be contributing causes.

We ask, what responsibility does an organization like the YMCA have to get at these six problems? I have here, and I would like to place in the record, if I may, a little analysis that we made of some of the ways by which an agency like the YMCA can really help in this matter of improving housing or supporting parents, which I think is a positive kind of approach to this matter.

The CHAIRMAN. The chart will be incorporated in the record at this point of your remarks. Let it be exhibit No. 38.

Mr. CORWIN. Fine.

(The chart referred to above was marked "Exhibit No. 38," and reads as follows:)

[Exhibit No. 38]

GETTING AT THE ROOT CAUSES OF JUVENILE DELINQUENCY—AREAS OF RESPONSIBILITY FOR Y. M. C. A. PROGRAMING

POOR HOUSING

Collect facts, share information, work with individuals and other community agencies on slum-clearance projects.

Promote community forums in the interests of better housing, making use of the best local, State, and national authorities.

Interest older boys' and young men's clubs in the problem by getting them to schedule the concern in their programs. These groups should include Hi-Y, Phalanx, Y's Men, and Co-ed Clubs.

Decentralize and expand program of boys' club work for all ages by establishing groups in delinquency areas.

Experiment with new methods of locating the "gangs" that normally shy away from such organizations as the Y. These are the potential delinquents and will only be reached through a carefully thought-out strategy.

Select the best qualified leadership. Leaders for these groups should be "regular guys," men who have never grown up, who keep within them a spark of the wildness of their youth.

Organize recreational centers for older youth with council of youth responsible for its operation and supervision. Select qualified advisor to work with the council.

Provide camping experiences for youth from depressed areas.

PARENTAL NEGLECT

Organize father and son Y Indian guide tribes.

Relate parents to Y clubs as members of sponsoring committees.

Promote family nights, family picnics, and outings.

Invite parents to special boys' club events, such as induction services and charter-granting ceremonies.

Plan father and son weekend camping experiences.

Organize fathers' clubs.

Organize mothers' clubs.

Sponsor parents' forums.

Distribute timely literature on boy problems to all parents within a given neighborhood.

Provide a parent counseling service.

Cooperate with PTA by providing resources in leadership and program.

Promote informal educational courses for older high-school youth and young adults around such subjects as "Preparation for Marriage," "Home Planning," "Sex Education for Happy Living," "Raising a Family."

PERSONAL INSECURITY

Provide an assimilation process for new members that will give them an immediate sense of belonging as they begin their Y activity.

Help new members to establish a relationship to some club as quickly as possible.

Give attention to the quality of experience of boys in all clubs. The practices of a club should make it possible for each member to feel wanted and at home.

Provide a variety of social-recreational activities so that all members may find an activity in which they can achieve some degree of skill.

In planning activity, provide for the individual differences of boys. This is another way of saying, "Be alert to the individual needs of boys."

In teenage co-ed programs provide informal experiences that will help boys and girls to play and work together easily and freely. In some cases this might require the sponsorship of dancing lessons for boys.

Encourage members to participate in discussion groups, club councils, and other similar activities that will require them to think on their feet and express themselves articulately.

Provide leadership training opportunities for boys who need confidence in handling themselves as group leaders or officers.

Provide opportunities for adult-youth conferencing and personal counseling.

LACK OF ADEQUATE RECREATIONAL FACILITIES

Cooperate with other community groups in determining the adequacy of recreational facilities available in the community or neighborhood of a large city.

Work with these groups for the establishment of a policy by the board of education of afternoon and evening use of school facilities by youth-serving agencies.

Negotiate with church boards for use of recreation halls for neighborhood-centered group work.

Organize Y Indian guides, Gra-Y, Jr. Hi-Y, and Hi-Y and relate these groups to homes, churches, and schools.

Extend the influence of Hi-Y by organizing several chapters in each high school.

Conduct training courses and provide competent supervision for the leaders and advisers of Y clubs.

Organize interagency youth councils for the purpose of helping youth to identify their own problems and to work on their solution. These councils may find that some answers to felt needs may be the sponsorship of a youth canteen, co-ed camping, or youth conferences.

Promote interchurch basketball and bowling leagues.

Organize citywide baseball and touch football leagues for all age groups.

RACIAL DISCRIMINATION

Establish a nondiscrimination policy for membership in boys' division.

Encourage all club groups to operate on an open membership policy.

Provide opportunities for youth groups to study intergroup tensions and to work for their elimination.

Stimulate clubs to give recognition to the contribution of different races to American culture through their club programs.

Include representatives of different races in association committees.

Develop camping services on an interracial basis.

Take positive stand against segregation of races.

Give active support to the development of communitywide teenage council by which youth, regardless of race, color, or creed, can work cooperatively on personal and group problems.

Establish a policy of operating all teenage youth conferences on an interracial basis. Sponsor only those recreational features in which all delegates can participate equally.

Work to prevent the spread of fanciful and dangerous rumors about race culture and attitudes by developing and recommending reading lists, sponsoring exhibits, and distributing leaflets and other reading material that contains scientifically sound and accurate information.

INADEQUATE RELIGIOUS TRAINING

Take active part in the religious education program of the church.

Participate in the interchurch cooperative endeavors for the training of church school leadership.

Lend influence to every effort designed to alert parents to a need for a more comprehensive program of religious education in individual churches.

Work for the establishment of a weekday school of religious education with trained teaching personnel.

Take every opportunity to confront church leaders with the problem of the unchurched families.

Encourage participation in church program of boys reached through Y activities.

Evaluate program of boys' work in terms of Christian purposes.

Encourage all clubs to observe the great religious holidays of the church with suitable programs.

Provide opportunities for youth to participate in Bible study, worship services, discussions on problems of Christian thought and action, and conferences.

Train group leaders in the fundamental purposes of YMCA work with boys.

Seek constantly to challenge boys with the Jesus way of life through personal example, specific program emphasis and personal counseling.

MR. CORWIN. Without taking further time, could I just say one word about the YMCA's responsibility in the field of treatment?

I think organizations such as several of us represent here this afternoon among the people who will be appearing, feel that our great contribution, working with boys and girls, is to provide them with intimate group experiences rather than working with them as individual cases.

Therefore, a good deal of attention is being paid by the YMCA in helping to get individual boys and girls into small, intimate groups to which a competent qualified adult is related.

However, in a number of our YMCA's there is a good deal of individual work done. If we had time we could list the cities in which the local YMCA, as do other of our sister agencies, cooperate closely with the juvenile court, with the probation officers of the community as they refer individuals to the YMCA and as those individuals become involved as regular normal youngsters in the program of the local YMCA.

I think the main contribution that we can make in this treatment area is to provide the kind of warm, understanding, accepting groups in which these youngsters, who are sort of individually out of society, can find a place.

Now, I noticed this morning that a number of times you suggested, and one of the questions that came in the invitation to appear before the committee was, some suggestions as to what the committee might do.

I would like to take the liberty of suggesting what seems to me to be three things.

THE CHAIRMAN. We welcome your criticisms and recommendations.

MR. CORWIN. This first one, for example, is one in which I would be underlining some of the things that Dr. Mayo said this morning, that is, that anything that the committee can do in its own recommendations to support the securing of adequate facts about juvenile delinquency, its incidence, and its causes.

I think the great contribution of the special project of the Children's Bureau has been made at this point about knowing something more about the actual incidence and the nature of juvenile delinquency.

I think much more needs to be done than is now available in terms of what are the real causes of this antisocial behavior that we call delinquency.

The CHAIRMAN. I wish we could get another name. It is very unfortunate that we have to use the name "juvenile delinquency." But it has been so very well imbedded in the minds of the public, I do not see how we can change this name at this point.

Mr. CORWIN. I think anything the committee can do in its recommendations to support the already existing Federal agencies, thinking particularly of the United States Children's Bureau and the United States Office of Education, will be most welcome.

Those of us who are working in this field voluntarily as against the public agencies are greatly indebted to the Children's Bureau for its contributions and hope that their work can be expanded.

Certainly I think we would say that anything the committee can do in its recommendations to make it possible for people to live in adequate homes and to avoid the tragedy of unemployment, ought to be done, realizing that those are contributing causes.

The CHAIRMAN. Before you go on to the next suggestion, are you familiar with the budget of the Children's Bureau?

Mr. CORWIN. Partially familiar. I do not know about the present request, but I have known and been rather close to some of the earlier requests and know the struggle that the Bureau has had in getting adequate appropriations for its program just to maintain its present services, let alone expanding them.

As I say, I do not know about the particular request in this new budget.

The CHAIRMAN. You are convinced, from what knowledge you have of the budget, that the funds are inadequate to do the job they have to do?

Mr. CORWIN. There is no question about that, having been related in a voluntary capacity to a number of the Children's Bureau's enterprises and projects.

The last suggestion I would like to make before Judge Lindeman carries on, is that anything that the committee can do in its recommendations to support the work of voluntary agencies, such as those that have been meeting with us here today, it seems to me is greatly needed to encourage the voluntary activity of the citizens of our country as they attempt to get at both the prevention and treatment of this problem that we are dealing with.

The CHAIRMAN. To what extent do you feel that we are confronted with adult delinquency in this whole problem, or, as the President put it, adult failure?

Mr. CORWIN. Yes, I would say it is adult failure.

I share the point of view that we too often have blamed groups of people, we blame poor housing, or we blame adults. I think they do share the blame.

But, on the other hand, I think particularly of parents. Judge Lindeman and I were talking about this. I think particularly of parents, oftentimes parents are very unwittingly guilty of creating the conditions out of which these antisocial actions take place on the part of the youngsters.

It is not intended. They need more information, they need more support. They need to be given more understanding as to how they can help the youngsters.

I do not know whether that gets at the question you asked.

The CHAIRMAN. Yes, it does.

Judge Lindeman, it is a privilege to have you here today, it is a privilege for the committee.

STATEMENT OF HARRY A. LINDEMAN, JUDGE OF THE JUVENILE AND DOMESTIC RELATIONS COURT OF ESSEX COUNTY, NEWARK, N. J., AND MEMBER OF THE PROGRAM COMMITTEE FOR YOUTH, YMCA

Judge LINDEMAN. Senator, it is a privilege to be here, too.

The CHAIRMAN. We in New Jersey are very proud of Judge Lindeman's fine record in the courts there.

Judge LINDEMAN. I am here today as a layman member of the Young Men's Christian Association and member of the Program Committee for Youth, and judge of the juvenile and domestic relations court of Essex County, N. J. I am also vice president of the National Council of Juvenile Court Judges and of recent date the chairman of the State bar committee in New Jersey on delinquency.

When your committee was first appointed, Senator, those of us in New Jersey who were close on the scene as members of the judicial body were delighted, because it was something that was long overdue.

And when I received the word just a little while ago that the members of your group have given you the substance to carry on, I was overjoyed, for it went without saying that the fund initially appropriated could hardly scratch the surface with, I think, the obligation which rests with your committee.

You have the assurance of the Young Men's Christian Association and the National Council of Juvenile Court Judges' full support in carrying on this work in all we can do in the way of aid.

Incidentally, may I say that already the committee's work is having a splendid influence as one goes around speaking of the problem on a local level. The fact that it is of concern to the national body here is of interest to those listening and they are becoming aware, as never before, that something must be done by them if we are going to begin to resolve the problem.

Being quite practical, yesterday I had 48 cases of juveniles before the court in Essex County, and I was concerned, as I am, with so many facets of their lives; I made special inquiry, much of which I knew before, ahead of time, as to their relationship to the YMCA or any of the character-building agencies.

The CHAIRMAN. Judge, what was the average age in those cases?

Judge LINDEMAN. The average age was 15, late 14, 15, carrying up to the early part of their 16th birthday.

Of the 48, only 8 had had any experience with a character-building agency and only 4 of them had anything of a current nature.

And from my experience from having within the last 9 years some 20,000 families in court, I have come to the conclusion that where a boy or a girl has a fruitful experience with one of the character-building agencies they are not the kind of boy and girl that gets before the court.

Suffice it to say that where the local communities supported properly and adequately, or where they could get the necessary help from the county or the State or the Federal Government, to carry out their work properly, there would still be less delinquency before the court

because, as has been said here this morning, all of these agencies, like the YMCA, which has had a hundred years of experience, have the means by which they can do so much better a job than they are asked to do with limited funds.

Even your own committee was asked to do a job with limited funds.

These children that come before the court and which the Young Men's Christian Association and these other character-building agencies do help after they have been there, are the fruit of the vine and we can go to the Scriptures and say, "What ye sow, so shall you reap," and there he stood before the court yesterday, more sinned against than sinning, boy and girl.

In certainly 75 percent of the cases we can say that it was a family problem that was largely responsible. In some of the other 25 percent, while there was a mother and father in the home, it was a psychologically broken home or a home where mother and father, according to some of the psychiatric reports received yesterday, just did not know their own child, and in trying to make a good child, they were suppressing the child's own best interest by their own positiveness.

Here we have the fruit of the vine and this committee has a tremendous opportunity of pointing out the cure and the prevention of that which we seek.

There has been diagnosis for really hundreds of years as to what causes children to get into difficulty. Many years ago, and maybe not too many years ago, they considered a child that went off the beaten path as a child of hell, or one possessed of the devil, and they treated him accordingly.

But there were always people in the background that understood young people in trouble and realized that some of their weak traits were inherited and that much of it came from environment and that father and mother, because of their own inadequacy, were not able to cope with the problems of the world as they press in on them today.

You turn on the radio tonight or tomorrow morning and in 15 minutes your grandchildren and your children and my grandchildren and children will hear the world's problems poured into their ears. In a few short hours they will see some of the most hair-raising things on the television, or hear some of the stories on the radio.

Now, these things, in and of themselves, are not the cause of juvenile delinquency. But a boy or girl that has a predisposition for delinquency will fall afoul of these very programs and he or she is the weak one that will be encouraged by what he hears and sees to take a chance.

Then the character-building agency all of a sudden finds that it has a boy in its midst, or a girl, that needs a little extra attention because of what the world has done to them.

What was needed, as we looked at the cases yesterday, was discipline from an early age, from the cradle, in fact. And by the time a boy or girl gets into kindergarten at 5 or 6 years of age, many a pattern is already there.

So we hope from a school's standpoint that they will see early the trends that will indicate that a boy or girl needs help.

We know that when we, as we did yesterday, place a good proportion, perhaps a third to a half of these children on probation, that

one of the first things that the probation officer does is to look at the assets of a child, for even the worst of them have certain assets.

Then they look at the problem that is presented by their being in court and then they will set off their objectives.

Where these boys and girls, as in almost every instance, have no relationship to a character-building agency, they will, as part of their rehabilitative program, look to the Young Men's Christian Association, the Boy Scouts, the Boys Club, the CYO, the Shelter House, the Red Shield, the PAL's, all these groups; the probation officer will use those facilities plus other agencies within the community where they have them in order to try to rehabilitate the young people in trouble.

The CHAIRMAN. Judge, as I recall it, referring to these 48 cases of yesterday, there were 40 children who did not have access to these character-building agencies; is that correct?

Judge LINDEMAN. No. Let me say that they all had access, but they did not avail themselves of the opportunity that was there. And pointedly, as I spoke to each mother or father there, as to why not, the boys were not interested and their fathers and mothers had never thought of going the rest of the way and realizing that that was important in their lives; they did not understand.

They were what we call the inadequate parents.

I do not believe in the thousands of cases I have heard that I have heard of any parent that deliberately set out to make his or her child a delinquent, but I do find these same parents in their youth were the inadequate children of the former age who have grown up, produced inadequate children who, in turn, are going to grow up and have inadequate children, and unless we can break that cycle we are going to have a continuation, and as population increases we are going to have these things all over again ad infinitum.

The CHAIRMAN. To what extent did these cases have love and affection, if any, in the home?

Judge LINDEMAN. Love and affection is almost nil, again because of inadequacy. Parents need help.

On November 3 of last year, I addressed a letter to you, and I said this, and I would like to repeat it:

Of course it is indispensable that parental inadequacy constitutes a major cause of juvenile delinquency. Many of the children brought before the court come from homes in which there are poor parent-child relationships. But I would hope that your committee would do something more than blame the parents. If we are going to put the delinquency onus on the parents, then we ought to be sure that we provide the parents in any given community with the resources and the facilities necessary for them to do the job.

One, we must educate children for parenthood and home making.

Two, obedience and discipline must be inculcated in the Nation's children and that must start in the cradle.

Three, the attitude of State or Federal authority doing everything for the parent and child must be eliminated and rather the obligation to assume responsibility must be emphasized with the Government lending such aid and help as reasonable and proper under all circumstances.

I had 2 cases yesterday, 1 where the parent had received \$9,000 from the taxpayers' money as home life assistance and aid, and yet child after child in that home was becoming a delinquent.

We ought not have to support that family. We ought to do something about that.

I had another case where they were getting at the rate of \$1,800 a year of taxpayers' money, but the children are coming along in a delinquent pattern in spite of that.

The public does not realize that if the public money is going into these things we ought to have some right of following the kind of homes that the money is going into so that we give the children, for whom the money is given, the kind of support and help and discipline and guidance that they ought to have.

The CHAIRMAN. Now, where did that assistance come from in these cases?

Judge LINDEMAN. The State of New Jersey, with the help of some Federal funds; home life assistance, they call it.

The CHAIRMAN. We are short somewhere, are we not?

Judge LINDEMAN. It seems to me, but there seems to be an attitude that all we have to do is give the money, and we dare not and have no authority to look how the person spends that money. That is the philosophy in that picture.

The CHAIRMAN. What percentage of these 48 cases, Judge, came from slum areas?

Judge LINDEMAN. I would say a little less than two-thirds, about two-thirds, but not quite. I had some of the finest types of homes represented.

In one of these fine homes, the mother and father were not delinquent parents, or even inadequate, but they could not understand a child whom they repressed. They were possessive of the child and they were hurting his personality so that he was simply expressing himself in antisocial conduct.

Of course, they were aghast, their neighbors were aghast, that little Johnnie should all of a sudden find himself repeatedly getting into trouble.

They come from every economic status, and while we say that the majority yesterday came from poor homes, not necessarily poor.

One of the problems is that some of the parents earning \$80, \$90, and even \$100 a week, are still living in cold-water flats paying \$30 a month. They need education. They will not get themselves out of a situation and then they blame it on the fact that they cannot find good housing. A good many of them just will not look for good housing. They are making good money.

You might say that they at one time were in the lower economic group, but no longer are they. But they have not been educated to look for the finer things of life, or to provide it for their own children.

So they are asking the community services to substitute for them, and that, of course, is a matter of education.

There is another point, before I close, that I would like to make because I think it is important, and I have seen it raising its head here and there. That is, some have said that the names of these juveniles should be published in the newspapers because, as has been said by one newspaperman, it is going to prevent juvenile delinquency.

That is just missing the point 100 percent. There are no available records anywhere to indicate that publishing the names of young people in trouble is going to prevent young people from getting into trouble, any more than there are any statistics at all available that show that publishing the names of adult criminals is preventing adult criminality.

The CHAIRMAN. Do you think all these cases should be tried in secrecy?

Judge LINDEMAN. None of them are tried in secrecy. That is another fallacy. None of them.

In my court there is a representative of the public school system. There is a representative in plain clothes of the Police Department of the City of Newark, because 70 percent of the children in my court come out of the city of Newark.

There is in my court a representative of the social agency that may be concerned about the particular case. At the time of the hearing there is the mother and father and no restrictions upon what mother and father might say after they get out of court.

In my court is a probation officer representing the probation staff of the county.

In my court is a clerk. Adjacent to my court is a little room where the boy can just shed as many tears as he wants to and tell me the truth about some of the things that he just does not want even his mother and father to know.

This thing of secrecy is a fallacy. This thing of publishing the names to prevent delinquency is another one.

What it will do is two things: It will make the young fellow who wants to be a rough fellow and a monger and to be important, a big boy in his group, it will give him status, in his group.

"See, I am the big boy. My name is in the newspaper, now you listen to me." Or the boy that Mr. Corwin wants to help in the Young Men's Christian Association group will not have a chance if a mother of some of these other boys hears that Johnnie Jones' name was in the paper; he stole a car, he was riding in a stolen car, or he snatched a pocketbook, will say, "If that is the kind of boys the YMCA or Boys' Club is going to have in their association, I do not want my boy to belong."

It will not prevent delinquency.

Then there is a suggestion that we should publish the names of second, third, or fourth offenders. That is another fallacy.

Sometimes the work we do, on a rehabilitated basis, it is only at the time of the fourth offense that we are able to do the job, and we will be marking a girl or boy just at the point where we are going to help them.

Who is to judge what a newspaper is going to publish that is going to prevent delinquency? One newspaper might say, "We are going to publish all the cases of girls that commit a sex offense."

The next one will say, "We are going to publish those who are mothers."

The next one will say, "For the third offense of purse-snatching we are going to publish the names."

There is going to be no standard.

I do not know what it is in some other States, but in New Jersey there is no law saying that a newspaper publisher cannot publish the names, but I am very thankful for the position which the newspapers themselves have taken that they will not do it.

Occasionally a name gets into the paper by mistake, and occasionally a paper may publish it deliberately, but in my humble opinion, the newspapers of New Jersey just stand behind the spirit of this thing,

and they are not publishing names because apparently the editors in chief know it will not help, it will only hurt.

Now, I have said already more than allowed by the time allotted me, and I will stop at this point.

The CHAIRMAN. It has been a very valuable statement that you have given us this afternoon, Judge.

Mr. BEASER. I have a question for either Mr. Corwin or Judge Lindeman.

The statement has been made before the subcommittee that many of the youth-serving programs are not geared to reach the delinquent, they are not made sufficiently attractive so that the delinquent is brought to the program.

Is the YMCA taking any action in that regard?

Mr. CORWIN. You said 2 or 3 things that I think we ought to note. One, are youth being taken into the planning of the program, for example.

I think one of the chief characteristics of the group work program of the YMCA, for example, as with many of the other organizations, is that it is primarily youth planned. The youth groups, the Hi-Y clubs, clubs of various sorts, are themselves sort of autonomous self-governing bodies in which the youngsters themselves determine pretty much their own destiny with a sympathetic, understanding adult working with them.

I think it is always true, as it is in our cross-section of society, that there are some people who are attracted to certain types of programs more than to others. But I do not think it would be fair to say, I am sure it would not be fair to say, that any of the character-building agencies, so-called, serve a peculiar type or peculiar segment of society because our membership rolls would not bear that out.

As we were listening to some statements this morning, I was thinking of a boy I heard 3 years ago presiding over the city council meeting of our Hi-Y club in Omaha, Nebr. This young lad got up and presided over his group of peers like a veteran.

The CHAIRMAN. I might say we used to have in our YMCA group in Woodbury, where I was born and raised, a senate, and I think that senate is where I got my first desire to come here.

Mr. CORWIN. I asked, "Who is this boy?" The secretary said, "Well, Tom comes from a broken home; his father is no good, he and his father live together in a one-room apartment. Tom is never quite sure whether he is going to eat his meals in or out."

All of the circumstances here would lead you to say that Tom was a good product for delinquency, but Tom was not a delinquent. He was one of the boys who had adjusted himself to these circumstances, was planning now to go to college and so forth.

I think that the opportunities that are offered by the character-building agencies such as the YMCA and others to support these boys and girls in their "excellency," to use Dr. Mayo's statement of this morning, is one of the important contributions that we can make.

Mr. BEASER. I wonder whether Judge Lindeman could give us the benefit of his experience in trying to explain why we have heard some testimony about the rise of juvenile delinquency in rural areas. Can you explain why it has grown up in rural areas?

Judge LINDEMAN. I always thought that the percentage was rather comparable to your urban areas until I heard it said here that there had been a rise in the rural areas.

While we have some farms in western Essex and some very nice ones, we think on a percentage basis there is just as much in western Essex as there is by population in the builtup sections; 1 boy out of 10 there, 1 boy out of 10 down in Newark.

I do not have the answer to that. Someone who has been pretty close to it may have the answer.

Mr. CORWIN. Senator, could I comment on this question?

It illustrates the point several of us have made today for the need of extended research. I mean that we need to know the answers to why there seems to be this increase.

I think there have been a couple of suggestions made today. One is the increased population. Another, I think, which has not been mentioned, is the increased incidence of apprehension.

In other words, perhaps there has been a tightening up of enforcement, for example, and the apprehension of delinquency where previously the delinquent behavior has existed, but has not been apprehended.

Then, third, it may be, and there are those who feel that there are limited opportunities for the kind of recreational activities in rural areas, I mean wholesome, positive, creative opportunities for recreation, that are to be found in larger urban centers.

We appreciate very much this opportunity of meeting with you, Senator, and the fine receptive spirit.

The CHAIRMAN. I have another question, Judge Lindeman.

Referring back to these cases on your calendar yesterday, the 48 cases, what was the nature of the offenses? Was it serious?

Judge LINDEMAN. Breaking, entering, larceny, and receiving.

Arson of four buildings. And that lad is getting a psychiatric examination. Four buildings, he poured kerosene, gasoline, on sweat-ers, and he would throw them into hallways and apartments.

Fortunately, the policemen and firemen got the fires under control.

Loitering, runaway, larceny of automobile, larceny of bicycle, extortion. One boy had a slip of paper. He was making other boys sign their names that they would pay him a certain amount of money each week to protect themselves from being beaten up.

And I had the paper in my hand with two names on it.

Driving without a license.

Assault and battery of an atrocious kind. A boy walking along the street and two other boys just going up and assaulting.

Attempted breaking and entering.

Again assault and battery. I did not get that point, but the assault against persons has risen this last year as against a year before. As against a year before, while the national average, of course, is much lower, there has been a 30-percent increase in Essex County, N. J., 537 more this year than the year before.

I am in the process now of trying to analyze that situation.

Incorrigibility.

Habitual truancy.

Attempted larceny.

Larceny and receiving.

Larceny.

The CHAIRMAN. Would this be a typical day for you, Judge? Would yesterday be a typical day in a workweek?

Judge LINDEMAN. Quite. And there will be about 35 to 45 more Tuesday, and about the same number the following Thursday. There are about 90 a week.

And I hold domestic-relations court 2 days, so I see the other side of the picture where the parents are in the process of separating and the children there are 3, 4, 5, and 6 years of age; that just as sure as those parents were in the domestic-relations court, their children are going to be, or a good proportion of them are going to be, in the juvenile court later on.

The CHAIRMAN. Can you think of any legislation which is needed, either at the Federal level or State level, which will help to correct this situation?

Judge LINDEMAN. I do think, as someone suggested this morning, that there might be some uniform laws.

Even though Chicago was the first place that had a separate juvenile court, and I like Chicago, they have the worst set of juvenile laws in the United States of America. I say that advisedly because at 14 some children now can be charged with a felony and convicted of a crime. You cannot do that in most of the States. I mean in those States the ages vary.

I think some uniform legislation would be helpful.

On the State level, I think uniform services for children in need is important. We have one of the finest probation staffs in the country, I believe, in Essex County, N. J., with Chief Probation Officer Murphy in the picture. We have a board of freeholders that have provided funds for a \$1,200,000 new detention home for children that come before me.

There ought to be uniform services for all parts of the State of New Jersey and for all parts of other States on a State level and perhaps on a national level there should be legislation that would help that sort of thing.

There should be uniform probation service, uniform agency service, just as the Young Men's Christian Association and Boy's Club and Boy Scouts need leadership in all these areas, professional leadership, and what all these professional groups need is the incentive on the part of lay people to give their time and devotion to this cause of helping boys becoming better citizens.

The CHAIRMAN. Thank you very much, Judge Lindeman.

Are there any other questions?

Mr. BEASER. I have no more questions.

Judge LINDEMAN. Thank you very kindly for the opportunity.

The CHAIRMAN. We are very much indebted, sir. Again, I am proud of New Jersey.

Mr. BEASER. Mr. Irving Kriegsfeld.

The CHAIRMAN. Mr. Kriegsfeld, the subcommittee wants to welcome you here today.

**STATEMENT OF IRVING M. KRIEGSFELD, EXECUTIVE DIRECTOR,
BADEN STREET SETTLEMENT, ROCHESTER, N. Y.**

Mr. KRIEGSFELD. I am very happy to be here, Senator.

My name is Irving M. Kriegsfeld. I am executive director of the Baden Street Settlement, Rochester, N. Y. I am appearing here today for the National Federation of Settlements and Neighborhood Centers. I am a member of the board of directors of the national federation and also chairman of its social education and action committee.

While the bulk of my personal experience has been in working in neighborhood types of institutions, since we are talking about delinquency I should like to point out that prior to World War II I had the privilege of working in children's institutions that worked both with juvenile delinquents and those who were so-called dependent and neglected children. So I have seen the delinquent child in the neighborhood and in the institution as well.

The National Federation of Settlements and Neighborhood Centers, which I am representing today, has a membership of 260 member houses and 20 city, State, and regional federations. These local affiliates are scattered in 87 cities, 31 States, and the District of Columbia.

As settlement workers we are in a unique position. We enjoy the privilege of being located in close physical proximity to the young people's homes, schools, and street and block associations. This, of course, means that our relationship is both an intimate one and includes all facets of living. This means that we have a relationship to both children and their parents.

We wish to congratulate the chairman, Senator Hendrickson, and the members of this committee on their leadership in calling public attention to one of the very serious problems of our day. We are looking forward to your continued leadership until a positive program for its solution is worked out. We were pleased to be invited by you to appear here today and are happy to respond.

There is no subject to which the National Federation of Settlements has given more attention than of child welfare. We view juvenile delinquency in perspective to the whole field of child welfare. Consequently, we prefer to address ourselves to problems of youth in trouble rather than as a problem of delinquency. The first resolution passed by our organization when it was founded in 1911 was to endorse the establishment of a children's bureau at the Federal Government level. I am told it was quite a controversial issue at that time, just the establishment of the children's bureau.

The CHAIRMAN. I am quite sure it was.

Mr. KRIEGSFELD. Although today we are thinking otherwise.

We are submitting herewith for your records, recent resolutions adopted by our organization relating to needs of children and youth which indicates areas and direction public policy should take that would help alleviate this problem.

1950: Resolution on education, child welfare, unemployment of youth.

1952: Resolution on employment of school-age youth, minority tensions, narcotics.

1953: Resolution on migrant labor, sections 8, 9, and 10.

The CHAIRMAN. They will be included in the record at this point in your remarks.

Mr. KRIEGSFELD. Thank you.

(The resolutions referred to follow:)

RESOLUTIONS ADOPTED BY THE DELEGATE BODY AT THE ANNUAL BUSINESS MEETING OF THE NATIONAL FEDERATION OF SETTLEMENTS AND NEIGHBORHOOD CENTERS, 35TH NATIONAL CONFERENCE, APRIL 19-22, 1950, ROCHESTER, N. Y.

EDUCATION

Increasing postwar enrollments, severe shortages of both teachers and buildings and inequalities of educational opportunities among the States and Territories necessitate Federal aid to public education to assure at least a basic minimum education for all children attending public schools.

In settlements, we believe that our democracy can be strengthened through our public schools only if we provide:

(1) Adequate public-school buildings and facilities for all children of the United States without discrimination as to race, national origin, or creed.

(2) A school term and a school day of sufficient length to insure time for adequate education.

(3) High professional standards for all public-school teachers, and salaries commensurate with their professional training.

(4) Specific appropriations to States and Territories based on the assistance needed to equalize educational opportunities.

(5) Scholarships to enable and encourage the best of our youth to enter the teaching profession, such scholarships to be under the guidance and supervision of accredited universities and colleges.

CHILD WELFARE

We support legislation to promote the health and welfare of all children and look to the United States Children's Bureau for leadership at the national level in setting high standards for child care and in stimulating States and local communities to improve their services to children.

We support appropriations for the Children's Bureau sufficient to expand its work.

We urge the passage of the National Child Research Act, providing for the practical application, by parents and professional persons, of information gained through research.

We deplore the fact that an overwhelming number of counties in the United States lack the services of child-welfare workers paid from public funds. As a consequence homeless, dependent, and neglected children are too often sent to institutions without having been given the opportunity to benefit from foster home placement. To help keep children out of common jails, to encourage local communities to improve standards of detention, probation, and institutional treatment of juvenile offenders and to aid in the training of professional personnel at public expense, we urge Congress to increase the authorization to the Children's Bureau from \$7 million as passed in H. R. 6000 to \$12 million as proposed in the original bill.

UNEMPLOYMENT OF YOUTH

It is evident from the experience of settlements in many neighborhoods throughout the Nation that we are facing increasing unemployment and fewer job possibilities for young people, particularly those just ready to enter the labor market.

We urge the Congress to extend fuller coverage for unemployment benefits under the Social Security Act and to provide protection for minority groups under a Fair Employment Practices Commission.

We further urge that steps be taken on all levels of government to provide training and work experience programs for unemployed youth that will tide them over until they can take their places as productive workers in our economy.

RESOLUTIONS ADOPTED BY THE DELEGATE BODY AT THE BUSINESS MEETING OF THE 37TH CONFERENCE, NATIONAL FEDERATION OF SETTLEMENTS AND NEIGHBORHOOD CENTERS, MAY 24, 1952, MILWAUKEE, WIS.

EMPLOYMENT OF SCHOOL-AGE YOUTH

We are concerned as settlements with the increasing number of young people under 16 being drawn into the labor force. Many of them are from settlement neighborhoods. In the United States they now number 130,000 or 5 percent of the 2½ million young workers under 18. Moreover, current labor needs are not for greatest numbers of unskilled, immature, and inadequately educated entrants to the work force.

A positive program to conserve, build, and wisely use the capacities of youth both for their own development and for their best long-range contribution to the Nation's strength include:

1. Encouragement of boys and girls to get the best education they can—at least complete high school.
2. Encouragement of schools to adjust their curriculum in terms of social and economic trends to meet more adequately the individual needs of young people.
3. Adequate programs of vocational guidance and training opportunities, placement services.
4. Suitable part-time work opportunities while allowing time for education, recreation, and personal development.
5. Full maintenance, extension and adequate support of child labor and school attendance laws.
6. Study of existing laws and education of young people as to their existence and advantages.
7. Assurance of adequate working conditions for employed youth under 18.
8. Help to young men approaching military service as to how their military experience may be useful in moving toward their long-range vocational objective.

MINORITY TENSIONS

The world will accept our leadership as champions of democracy to the extent that we show by example that our way of life provides equality of privilege for all of our peoples. We note with increasing concern the infringement on the civil rights of political and national minorities in our country. America has made progress all too slowly, unaware of the necessity in this day of crisis for clear and uncompromising action.

We in the settlement know, through our own close relationship with neighborhood people, that barriers of prejudice can be broken when men and women of all backgrounds are allowed to meet and know each other:

- On our playgrounds
- In our schools
- In our factories
- In public places
- In the military services
- In group-work agencies
- In churches

Separation of individuals on a race, creed, color, or national origin basis is one way to assure continual tensions among the various groups within our communities.

The National Federation of Settlements urges the President and Congress to put high on the list of legislative priority the enactment into suitable legislation the President's civil-rights program. Particular problems needing immediate attention are:

Employment equality.—Through the enactment of a fair employment practice law.

Nondiscrimination in public housing.—Enactment of law will assure the fact that local housing authorities will not segregate or discriminate in any way in their local housing projects.

Public education.—Federal legislation which will outlaw the segregated school system by granting funds only to integrated systems.

We urge our member houses to study their own agency program to determine whether there are any further areas in which they can lead the way in relieving tensions among minority groups. It is unthinkable that settlements, with their rich traditions of democratic life, should practice segregation in any form. Settlements should not reflect community mores but should lead with firm conviction and persuasive methods the communities which they serve. Areas in which the settlement might well evaluate its program would be in the development of the following:

Integrated boards of directors.—Does the board of directors have in its membership representatives of all groups?

Staff (including all staff categories).—The use of staff leadership representation of the various ethnic groups is a most effective device in combating prejudice.

Membership.—Is the membership open to all people in the neighborhood? If not, is progress being made to make this possible?

Community organization.—The development of cooperative projects such as neighborhood councils leading to mutual action on local neighborhood problems of all groups.

Local federations.—The development of projects to gain participation of interracial and intercultural groups in the settlement.

We urge our member houses to evaluate the situations in their own communities with a view to organizing for progress in the areas of public recreation and public accommodations as well as local legislation to promote fair employment practices, integrated housing, and education in their own local communities.

THE USE OF NARCOTICS BY TEEN-AGERS

The recent discovery of the widespread increase in the use of narcotics by teen-agers in many parts of the country has shocked the Nation. Many settlements and neighborhood centers have been trying to cope with this problem in their neighborhoods over the past several years. Serious study on the part of Federal, State, and city officials, legislators, police, courts, schools, hospitals, public-health officials, and social workers has brought to light important areas where action is urgently needed. In view of the serious, destructive effects of narcotics on young people, the National Federation of Settlements and Neighborhood Centers makes the following recommendations:

Enforcement

1. The United Nations and the United States Department of State should be urged to take immediate steps to tighten international control of the sources of supply of narcotics. Elimination of the sources of supply is a major factor in prevention.

2. Communities should be urged to support their local, State, and Federal officials in their efforts to track down and punish those adults in the community who are responsible for the distribution and sale of narcotics.

3. Federal, State, and local laws should be tightened to deal adequately with offenders.

Treatment facilities

Federal, State, and local custodial facilities should be established where necessary. In such centers effective treatment by withdrawal of drugs and rehabilitative therapy should be under the control of staff trained in the various phases of treatment. Such treatment is especially needed in view of the almost complete absence of such facilities for teen-age drug users.

Education

An effective program of community education should be instituted in communities where this problem exists. Such a program should be designed to advise parents, young people, community leaders, teachers, group work, and recreation staffs of the nature and effect of drugs and their use, with information as to proper referral agencies for the most adequate handling of individual cases.

Nature and extent of problem

In order to determine the nature and extent of this problem and failing other workable means of detection, State and local boards of health should be urged to declare the use of drugs a reportable disease.

RESOLUTIONS ADOPTED AT THE DELEGATE MEETING, JUNE 2, 1953, CLEVELAND, OHIO,
NATIONAL FEDERATION OF SETTLEMENTS AND NEIGHBORHOOD CENTERS

MIGRANT LABOR

Across the country settlements are greatly concerned with the problems and needs of migrant workers. Since migrant workers move about from community to community and State to State, much responsibility for solving these problems rests with the Federal Government.

We urge that necessary legislative steps be taken—

1. To establish and assist State migrant labor committees.
2. To strengthen the responsibilities of the Immigration and Naturalization Service in its relationship to the United States Employment Service.
3. To provide for the needs of the United States Employment Service so that they may have the resources to secure better cooperation between themselves and the various State employment services, to the end that a more realistic policy may be developed to secure migrant labor for the areas of need and in referrals to private recruiting agents.
4. To provide for migrant labor under unemployment compensation, old-age and survivors' insurance program.
5. That public-assistance laws be modified in the various States so that the migrant labor force can be covered.
6. To see that migratory workers are covered by existing minimum-wage laws.
7. To establish Federal minimum standards covering all types of on-job housing for migratory workers.
8. To establish an adequate health program which would assure medical care to migrant workers regardless of their lack of residence requirements.
9. To develop an adequate educational program for the children of migratory workers, including child care.
10. To restrict the employment of children under 14 years of age on farms outside of school hours by amending the Fair Labor Standards Act.

Mr. KRIEGSFELD. It so happened that your invitation to appear here came 2 days before our semiannual board meeting held last week in Chicago. The current situation among children and youth was one of the topics on the agenda. The testimony presented here is for the most part a summary of our discussion. Since our board is made up of people from all over the United States we believe that this testimony represents the situation firsthand.

As these settlement workers from all over the country told their respective stories the similarities in observations and experiences were striking.

In a very short time car thefts committed by youths have multiplied dramatically. Interestingly enough, the importance of having a new car for dates, if only for a few hours, has emerged as an important motivating force.

We were told one story, which the police told us, of picking up a fellow who stole a car. But he was already on the way to return the car. All he had needed it for was to take his girl to a dance.

The consistency of increased illegitimacy as a problem of young people was noted over and over again. The direct relationship between prostitution on the part of adults in the same family and the rise in illegitimacy was vividly portrayed.

Increased vandalism and general disregard for property rights seems to be manifesting itself widely. The prevailing attitude repeatedly encountered among young people seems to be that one should not get caught. To be apprehended is a mark of ineptness and lack of skill.

The larger cities continue to be confronted with the highly organized nature of gangs and the violence of the crimes they become in-

volved in. These so-called youth organizations tend to have a fixed and stable structure which is extremely difficult to penetrate and break.

The CHAIRMAN. Are you familiar with the gang problem in Philadelphia?

Mr. KRIEGSFELD. To some extent. We have our settlement houses working there with that problem.

One of the interesting things we are finding about gangs is the size of them. We were told of some gangs that had as many as a hundred boys in them, and also the girls connected with them. One settlement worker reported the gangs now seem to think they need a ladies' auxiliary connected with them, so they have a girls' counterpart.

The CHAIRMAN. I heard about that in New York.

Mr. KRIEGSFELD. That is where it was coming from, from our houses in New York.

Mr. BEASER. Is it limited to any part of the country or scattered throughout the country?

Mr. KRIEGSFELD. The size of the city seems to determine to what extent this was a factor, that is, Chicago, Philadelphia, New York.

Crimes and activities are no longer confined to the neighborhood in which young people reside due to the greater mobility of this age group.

We think that is deep in this whole problem. As a matter of fact, the boy on the farm is driving a tractor long before the boy in the city thinks of stealing a car. Increased means of communication, television, means that rural youth is not as isolated as it used to be. Furthermore, as the urban areas push out toward the rural areas from the city, I think the gap between the city slicker and the boy on the farm is closing quite rapidly.

The early achievement of a degree of maturity and sophistication commonly associated with young adults on the part of adolescents gives rise to several changes in behavior. For example, the gang or crowd appears to be giving way to smaller more intimate groups of 2 and 4 individuals who have no interest in larger group associations. Paradoxically, the size of organized gangs in the larger cities appear to be growing at the same time that individuals seem to be associated in 2's or 4's.

In narcotics we found a couple of interesting things. One hopeful sign is the average age of users of narcotics seems to be going up among the youth, but, on the other hand, it seems to be spreading into new areas where it never had manifested itself before, and gives increased evidence of being highly organized and big business, so-called.

Early identification with adult behavior results in considerable increased drinking and gambling. As might be expected, our agencies are seeing many fewer teen-agers in their program. One settlement director amusingly remarked, "They seem to have gone underground."

The changes in behavior which I have just described inevitably create problems for our agencies. Who shall be served? is a question that comes up again and again. Shall we work with those who come voluntarily and conform? Or shall we try to seek out those who stay away and get into trouble? Similarly, how can the traditional programs, which are obviously unpalatable to the young people, be scrapped and such activities as sports-car racing and other thrill programs introduced?

Underneath the administrative and policy questions are the basic financial difficulties which face most agencies. On the one hand, the public doesn't appreciate the need for intensive preventive work with young children, and is aroused by the crimes committed by these children several years later. There is a lag of 4 to 6 years from the time workers in community agencies are aware of problems within the child until something happens. Yet we cannot get the community aroused until his name shows up in the court records or newspaper headlines. When the public conscience is finally aroused two additional problems emerge. Lack of available funds to carry on increased and additional work frequently stymies a program before it gets started. Likewise, righteous indignation which results in demands for woodshed treatment, curfews and get-tough campaigns, creates a real dilemma for the agency that is earnestly striving to play a positive role.

A community which seeks to work out its youth problems invariably turns to the role which parents must play. Here, too, we run up against great obstacles. Parents who need and want counsel with the problems that their children are having cannot always find it.

I was glad to hear Dr. Mayo say this morning that parents do want this counsel and seek it, but it is not always available.

Furthermore, it becomes increasingly difficult for parents to clamp down on children when the general attitude toward law enforcement is one of laxity. Our young people refuse to accept a double standard of behavior as between grownups and themselves.

In our neighborhoods the environmental pressures such as grossly inadequate dwellings, sustained periods of economic deprivation, repeated encounters with discriminatory practices and attitudes, and catastrophic illnesses, and so forth, reach magnitudes which families cannot cope with alone.

I think of a couple of instances where a father yanked his four girls right out of high school. When we went to talk to him about it he said—

I have to have some way of paying the rent.

This same father had been confronted with 5 eviction notices over a period of 2 years. He said no member of his family had ever slept in a bed of his own for 10 years. Now he said—

I can buy a place. This is the answer. I will take the children out of school, let them go to work, the mother will go to work, and I will have a place of my own even though it is a shack.

I think of one illustration of illegitimacy when talking with the medical people involved. They will say, "This is the third generation in this family with this problem." We see that, too, going to the children, going to the parents, and the parents seem to be involved with the problem themselves.

Due to the symptomatic nature of delinquency it is extremely difficult to ascertain what is cause and what is effect. In addition, the repetitive nature of delinquency can create the illusion of a cure only to be shattered a few months or few years later by a relapse.

Settlements are strong backers of the role played by other community agencies toward a good life for children and youth, our colleagues who have testified here before you and other voluntary agencies.

We are impressed with the farsighted and constructive programs carried on by public schools, public recreation, and other public bodies in numerous cities.

The programs and leadership of the various religious groups toward building stronger family ties and helping those in trouble is an essential part of any overall approach to this problem.

With your permission, I was going to give illustrations of projects we carried on in Boston, New York, Pittsburgh, Washington, and in my home city of Rochester, but in view of the time, if I may, I should like to submit those for the record.

The CHAIRMAN. They will be included in your remarks, and you may be sure the subcommittee will study them.

(The text above referred to follows:)

SOME EXAMPLES OF WORK IN SETTLEMENTS

BOSTON, MASS.

In the fall of 1951 the executive secretary of the Jewish Community Council expressed concern about incidents involving teenagers and attacks on Jewish youngsters. At a settlement council general meeting in the spring of 1952 a discussion by Joseph O'Brien, of the Roxbury Neighborhood House, was the first public discussion of the problem of increasingly serious gang behavior in the neighborhood of the Roxbury Neighborhood House. At this time the settlement council expressed its concern to the divisional committee. The issue was discussed off and on by the divisional committee until the murder of Rabbi Zuber on New Year's Eve, 1953. Following this, in February, a public meeting was called by the school department, from which an organizational planning committee was set up, on which settlements were represented. After the Greater Boston Council for Youth was set up, as a result of the recommendations of this committee, a special project committee was appointed to draw a proposal for an intensive attack on delinquency in the Roxbury area, particularly around Roxbury Neighborhood House. Miss Griffin, the executive of this house, was appointed as a member of the project planning committee and has been probably the key member of it. The committee chairman is Prof. Albert Morris, of the department of sociology, Boston University. A staff member of the United Community Services serves as secretary to this committee. A plan of action known as a special project of youth is now being put into operation.

The settlements, in the meantime, have been actively involved in certain sections with this problem. To be specific, Elizabeth Peabody House, in 1950, received money from the Hyams Fund for a neighborhood gang worker. This grant has been continued, and Mr. William McGregor has successfully established contact with a large number of unaffiliated street clubs, served as liaison between the agency and the juvenile court probation officer and most recently been the initiator of a project to develop a youth canteen in another corner of the West End to serve unaffiliated youth.

Three other settlements have also received special grants from the Hyams Fund and are each attacking the problem as found in their own neighborhoods. This they are doing with a high degree of success. Settlements who have not received special funds are also giving such attention as resources permit to the problem. It is safe to say they learn from each other as they make their concentrated attack on the problem.

We know it is the intent of your committee to give specific study to the work being done in Boston, so we will not elaborate further here. We do commend it to you.

NEW YORK, N. Y.

Since 16 settlements in New York City operate in cooperation with the New York City Youth Board, we have an opportunity to observe this program firsthand. These settlements operate in the 11 areas of the city that have the highest incidence of juvenile delinquency.

According to a report of the youth board for the city as a whole the cases of sufficient seriousness to be recorded as arrests resulting in court prosecution: 1947, 3,516 cases; 1952, 4,081 cases. However, in all 11 youth board areas only 60 cases were reported for the same period.

This far-sighted program has not only set up its own centers, but has used existing agencies both voluntary and public and made available highly qualified social workers to work on a preventative basis with children and youth in trouble.

Another approach being made in New York City is through the mental health services that have been established by settlements.

University settlement reports that their psychiatrist is now working on a plan for referral of young people who have been in the Federal hospital for treatment as drug addicts so that the mental health services of the settlement can be made available to them. This will then give these young people treatment in their home environment during their period of readjustment.

This same mental health service is working out a method of referral from the court for first offenders first, to their mental health services and second, to other parts of the settlement program.

As a result of this agency's work in approaching the problems of children and youth from a mental health standpoint they say that there are many good programs and services, but no way now to tie them together.

That further research is needed on the work being done so as to know how to relate youth to service in the most effective way.

PITTSBURGH, PA.

In November 1953 United Neighborhood Houses of Allegheny County (UNHAC) held meeting on topic. Invited other interested agencies to attend and discuss problems and ways of pooling resources and working together. Other attending were city bureau of recreation, visiting nurse association, city police department, juvenile court, Hill City, family and children's service bureau (casework) boys' club, YMCA and YWCA, tuberculosis association, graduate work division of federation of social agencies, child guidance center, schools, home and school visitors department. Purpose of meeting was to bring out the various community forces and problems involved in juvenile delinquency and its creation as well as the need for the community to unite forces in working toward a solution.

Program consisted of panel presentation followed by discussion of problem and how agencies could work together. Latter aspect only opened up. Must be followed up with practical ways of putting idea into practice. Panel had representation from specialists in psychiatry, correction, court, and police. General reaction to meeting and conclusions very good. Pointed up complexity of problems, many factors involved, and need for cooperation among public and private agencies to help improve conditions. This group in Pittsburgh is now planning next steps in its attack on the problem.

WASHINGTON, D. C.

We were pleased to hear from our settlements in Washington of the interest of your committee on this problem here in the District, and of your inquiries to them. We congratulate Congress on its appropriation for an attack on this problem in this city. We believe that the learnings from pilot projects such as these are invaluable in solving the problem we all have.

ROCHESTER, N. Y.

In Rochester a great deal has been done by the various agencies in the direction of early detection. The addition of family workers to the staffs of neighborhood agencies has been proving effective in this effort. Provision of substantial youth commission funds through the council of social agencies to two of the settlement houses has given further impetus to the program.

Mr. KRIEBSFELD. We have referred to the important work being done by the State through youth commissions and youth authorities. We believe that study should be given to ways of further development of this kind of preventive and curative program.

We are constantly hampered by the lack of availability of knowledge as to solutions and approaches to this problem that have been worked out. We have referred to the work in Boston and Pittsburgh. We would urge adequate funds for research in the field. We believe also that the Children's Bureau of the Department of Health, Educa-

tion, and Welfare is the overall agency that could best direct this work.

We have also referred to the pilot projects being developed in Washington, D. C. We believe that the Congress would do well to make a sizable grant of funds available for further demonstrations of this kind in other cities.

The CHAIRMAN. You say sizable. What do you mean?

Mr. KRIEGSFELD. I believe it is \$40,000. Was that not the grant for the project here in Washington, D. C. I think that was the size of the grant. But enough to carry on the kind of project which is being carried on here. The amount would obviously be determined by the conditions in the particular city or State that was planning to have a project.

The CHAIRMAN. Now, Mr. Kriegsfeld, will you tell us just how your organization functions?

Mr. KRIEGSFELD. I shall be very happy to do so. You mean a national organization or our local agencies in the various cities throughout the country?

The CHAIRMAN. Both.

Mr. KRIEGSFELD. Our organizations in the local community operate in a specified piece of geography. They attempt to relate themselves to a given neighborhood or maybe a district or city, and within that particular area they have a very comprehensive concern for all the people in the area, not any 1 section or any 1 age group or 1 religious group or 1 racial group. Anybody in a neighborhood that a settlement operates in is their customer, so to speak.

In a similar fashion, any problem or any need that exists that is not being met through the public or voluntary bodies is a legitimate concern for the settlement house. And very often the history of the settlement houses has been that as the need manifests itself, as the settlement attempts to work with the people in the neighborhood toward meeting this need, very often the need is met in the settlement house and ultimately is given away to another agency. So that many problems that have started in the settlement houses have been adopted by public recreation bodies, by public schools and any number of other agencies. As a matter of fact, the settlement houses are probably the least possessive agency. It is happy constantly to give away programs.

I know in the development of my own agency we have given away kindergarten programs, health programs, to other agencies that have taken them over, any number of programs.

The CHAIRMAN. How are you supported?

Mr. KRIEGSFELD. The various communities, either through the Community Chest, private contributions, or various fund-raising campaigns.

The national agency is a loosely federated group consisting of these various local settlement houses spread all over the country, and sometimes banded together in city federations, particularly in the larger cities or regional federations in parts of the country that are less densely populated.

The CHAIRMAN. You do get appropriations at the local levels of government, do you not?

Mr. KRIEGSFELD. Yes. For instance, in my own city two of the settlement houses have had funds through the State youth commission. These have been very helpful. As a matter of fact, the important work done with these youngsters who are already delinquent or who might

become delinquent, that these two houses have done, would not have been possible unless the local community had had the fund through this State program. This is true of other parts of the country where youth authorities and youth commissions have made funds available.

Other illustrations of public bodies that make money available are State health departments and so on, all the various types of services.

I hope I have answered that question.

The CHAIRMAN. Thank you very much.

Mr. BEASER. I have one question, Mr. Kriegsfeld.

What efforts are the settlement houses throughout the country making to get the teen-agers who have gone underground, as you put it?

Mr. KRIEGSFELD. We have done several things, but I think one of the things which is more interesting and which holds great promise is the attempt which some of the houses have made to go out to find those youngsters and work with them even though they never come to the agency, and quite a few houses have added to their staff case-workers and workers who go out and work initially on an individual basis with these people and sometimes on a group basis. Sometimes they are called detached workers, sometimes extension workers. They have any number of names, depending on the particular locality of the house, the assumption being that the first step that must be taken is to establish some degree of acquaintance, some degree of familiarity, with these people who are no longer coming to the agency, or maybe have never come to the agency.

After establishing such a relationship, working with them, and then hopefully getting them not only to our own agency but to all community agencies.

As you heard the judge say, one of the problems and almost the identifying characteristic of this group is that they do not belong to anything. They do not go to the Y or any of the other agencies. So our attempt is not only to get them to our own agency but in some instances to get them to the most appropriate agency.

Mr. BEASER. There is also the problem of gearing your program to what they need or want?

Mr. KRIEGSFELD. Certainly. The kind of service, the kind of activity that young people want is very much like gearing services to adults, local customs, the pressures, the particular circumstances will determine. We try to be very flexible.

The traditional kind of program—and I remember almost a ludicrous illustration of a worker on my own staff who was sitting with a group of teen-age girls. Among that group were three girls who were pregnant. She did not know it at the time. They wanted to talk about it. She said, "I thought if I kept their hands busy doing craftwork their minds would not wander and dwell on anything like that." Of course, the most important things that the girls were worrying about was that they were going to have kids out of wedlock and they were not concerned with the craftwork.

The CHAIRMAN. Thank you very much for appearing here.

Mr. KRIEGSFELD. Thank you very much for this opportunity.

Mr. BEASER. Mr. David Armstrong.

The CHAIRMAN. The subcommittee welcomes you here today.

**STATEMENT OF DAVID ARMSTRONG, EXECUTIVE DIRECTOR,
BOYS' CLUBS OF AMERICA, INC., NEW YORK CITY**

Mr. ARMSTRONG. Thank you very much. I am sorry I was late. As I said, the planes did not fly and the train crawled.

I have a prepared statement here.

The CHAIRMAN. Will you state your full name, address, and occupation.

Mr. ARMSTRONG. My name is David W. Armstrong. I am executive director of Boys' Clubs of America, Inc., an organization of 375 separate boys' clubs across the country with 350,000 members. I have been engaged in work with boys for nearly 50 years. For 35 years I was executive director of the Worcester Boys' Club in Worcester, Mass., one of the largest boys' clubs in the country, having 7,300 members from 8 to 20 years of age.

For 13 years concurrently I was probation officer for juveniles in Worcester County. I was also executive secretary of the community chest in Worcester. In addition, I served for some time as State commissioner of public welfare in Massachusetts under Senator Saltonstall who was then Governor.

I have read extensively about boys and their problems but my knowledge of boys, their parents and their problems, has come largely from actual experience.

When I went to Worcester in 1907 one of the first newspaper interviews I had was regarding the rising tide of juvenile delinquency. From that time to the present, people have periodically become "steamed up" about it. We have had many meetings and conferences about it. We have discussed causes, fixed the blame, and gone back to our jobs. The interest of the public waned, and there has been an increase in delinquency in every generation. I believe that this committee has performed an important service in again focusing the interest of the people of this country on the problem, and I am very hopeful that something will come out of it of lasting value.

The causes of delinquency are well known. We know the more serious forms of it are the products of barren homes and bleak neighborhoods. We know it breeds in the streets under bad companions and bad leaders. We know that a boy's character is formed by environment and the influence which surround him for good or ill. Much has been said through the years about the role of the parents. It has been popular to say that parents are entirely to blame for all delinquency. I know from actual experience that this is not true. I have seen as many careless and even vicious parents as anybody has. On the other hand, I have seen many who love their children, as you and I love ours, doing the best they can with limited home and economic resources and with limitations within themselves. Many of them do not have the know-how and are bewildered.

I have seen many widows who are helpless in controlling their boys. I have known widowers who did not seem to know what to do without the mother. Stepparents often have no control or influence over the children of the other parent. Poverty and tensions create an unhappy atmosphere. Bad health may handicap the parents. There are also things within the child himself which might make him difficult to deal with. The more their homes are crowded, the greater the

inability to provide constructive interests for their children, and the worse the neighborhood environment is, the greater is the difficulty for even the best and wisest parents.

I know there has been an increase in delinquency among boys and girls in good neighborhoods, largely due, I believe, to changed patterns of group behavior, but every study that has been made shows that the greatest amount of delinquency comes from crowded and poor areas. We have made many such studies, always with the same results. It is from the environment and conditions in such areas that the criminals of the future will largely come.

The home, church, and school are the fundamental institutions in the building of character in our children, but it is time the people realized that they must be supplemented by giving boys and girls opportunities for wholesome activity and by providing understanding, trained leadership, and guidance. For many boys and girls the free-time hours are dangerous hours in which the influences of the home, church, and school are being undermined.

When boys and girls are out of school and their homes, when parents are careless or inadequate, and when churches and synagogues have lost their influence because of nonattendance at religious services, the need of supplementary activity and guidance increases. Isn't it commonsense to pay a little for the prevention of the colossal cost of wasted lives by giving young people opportunities for decency and by building character in our youth? Why not provide every opportunity within our resources for wholesome activities for our boys and girls and all the good influences with which we can surround them?

I know that it works. Our boys' clubs are located in the crowded and low-income areas of cities and in towns where the buildings are accessible to the less privileged. These are not merely recreational. They have definite behavior guidance programs. The following figures and statements are illustrative:

In 1 year there was a drop from 40 delinquents in Houston, Tex., to almost none after the boys' club was established. The chief probation officer of the court wrote:

Records from our department for the district (where the boys' club is located) have noted a marked decrease in juvenile delinquency and attribute much of this improvement to the influence of the trained leadership made available to the underprivileged children by the Variety Boys' Club.

In a report published by Maj. William Kiefer of the Crime Prevention Bureau of the City of Louisville, Ky., in 1953, it was pointed out that after the boys' club was in operation for several years the number of cases of juvenile delinquency in that area dropped from 327 to 54.

Again, in Schenectady County, N. Y., the Honorable James W. Liddle, judge of the children's court, states:

The activities of the Schenectady Boys' Club had eliminated approximately 80 percent of delinquency and antisocial misconduct of boys in that territorial district.

The juvenile delinquency problem, however, will never be solved to any large degree by any single agency or any group of agencies. I believe that it is a problem that requires teamwork by all agencies and all individuals who deal with families and with children.

I hope the report of this committee will create even greater interest in the problem. I should like it if you would issue a statement to

parents as to the dangers to their children from the lack of training and supervision of their activities and regarding the adverse influences which may, or could, surround them when they are away from home.

I would call for even greater attention to the development of character in the schools and greater effort by the churches and synagogues to attract children.

There should be reinforcement of all agencies, public and private, which are concerned with families and children, including among others, the public welfare and family service agencies, the children's agencies and guidance clinics, that is, every agency dealing with families, and who are concerned with not only their material needs, but more particularly with their problems. They have an important part to play in a concerted effort to lessen delinquency.

I would call for greater interest and support of all the public and private agencies which provide wholesome activities, leadership and guidance for boys and girls, such as the playgrounds, the Boy and Girl Scouts, the Boys' Clubs and Girls' Clubs, the Campfire Girls, Catholic Youth Organization, Jewish Centers, YMCA and YWCA. The problem of delinquency will not be solved by fantastic schemes. Established organizations have the know-how, based on many years of experience.

The public should be kept continuously aware of the problem of delinquency under the leadership of the Government agencies. There are many bureaus in our Federal Government that are already concerned with the problem, including the Children's Bureau. It seems to me that we have the machinery in our Government to promote interest in the problem and to bring about cooperation among the many agencies which are concerned with it. The privately supported national organizations should alert their local units to the menace and help to create public interest.

The national civic, Federal, veteran and labor organizations should be concerned in the problem. Many already are. They can help to keep public interest alive. They should support the activities and efforts of the agencies and organizations which deal with families and children.

No plan would be complete without consideration of the preventive side of the work of the police and the courts. Their efforts should be reinforced by public opinion.

It seems to me, it would be desirable to have local committees representative of all those who are concerned with the problem. We should treat delinquency as a disease just as we deal with infantile paralysis, or any other disease. The greatest hope of lessening delinquency is by team work on a continuing basis.

MR. BEASER. Just one question. Could you tell us a little bit about just what it is a boys' club does in a city?

MR. ARMSTRONG. Well, a boys' club is a building, and, as I said in my statement, placed where the less privileged boys are. It has recreation rooms. It has facilities for recreation. Some have swimming pools. There are game rooms, arts and crafts classes. They have a facility for providing a great variety of activities to attract boys of varying inclinations.

A major feature, however, of the boys' club, as well as other agencies, is the staff, the men and women, who lead and guide these boys. It is

a continuous every day guidance. The boy's clubs have a definite behavior guidance program.

The CHAIRMAN. How many clubs have you in the country?

Mr. ARMSTRONG. We have 375.

The CHAIRMAN. I suppose that they are located in every State in the Union, are they not?

Mr. ARMSTRONG. Well, about 34. In some of the Great Plains States, we are not located.

The CHAIRMAN. Mr. Armstrong, from your rich experience, you are quite well qualified, very well qualified, to advise this subcommittee. Let me ask you this question. What is there that we can do, by way of legislation or otherwise, that you think would be helpful?

Mr. ARMSTRONG. It seems to me, Mr. Chairman, that this is not a matter for legislation, unless you have legislation that creates greater uniformity in the treatment of juvenile delinquents, both in the courts and, I think, in corrective institutions. I don't know whether that is a function of the Federal Government or of the States, but I think there is a great disparity in the laws and there is a great disparity in the treatment among the various States. I don't think this is just a matter for legislation, Mr. Chairman. I think it is a matter of getting the people aroused about the problem and getting everybody working together on it and dramatizing it just exactly as infantile paralysis or cancer or heart or tuberculosis have been dramatized.

It is a matter of catching the attention of the people of the country and holding it. As a matter of fact, though, as I said before, juvenile delinquency, people get steamed up about it periodically, and it dies down.

The CHAIRMAN. I was told by a member of the Rules Committee this morning, when I appeared before it in connection with a new appropriation, that unless we could find some legislation we were not serving our purpose. I took issue with him.

Mr. ARMSTRONG. In other words, you have to write some new law?

The CHAIRMAN. I took issue with that statement, because it has been my firm conviction that the best thing we can do is furnish the national leadership which will take this in the right direction.

Mr. ARMSTRONG. I think so, too.

The CHAIRMAN. Thank you very much, Mr. Armstrong. We are grateful to you for coming down in this kind of weather.

We appreciate your statement and we will study it very carefully.

Mr. ARMSTRONG. Thank you.

Mr. BEASER. Miss Stratton and Mrs. Layton.

The CHAIRMAN. It is very nice to have you here. Will you speak together?

STATEMENTS OF MISS DOROTHY STRATTON, NATIONAL DIRECTOR, AND MRS. ROY F. LAYTON, NATIONAL PRESIDENT, GIRL SCOUTS OF THE UNITED STATES OF AMERICA

Miss STRATTON. We have a prepared statement, Mr. Chairman. I am Dorothy Stratton, the National Director of the Girl Scouts of the United States of America.

Mrs. LAYTON. And I am Mrs Roy Layton, national president of the Girl Scouts of the United States of America.

The CHAIRMAN. And where do you live?

Mrs. LAYTON. I live in Washington.

Miss STRATTON. I live in New York City. Mrs. Layton however, is a former New Jerseyite.

In view of the lateness of the hour, Senator, we will cut our statement considerably.

The CHAIRMAN. You may be sure that the entire statement will be inserted in the record, and the subcommittee will study it.

Miss STRATTON. Thank you, sir.

Speaking for the Girl Scouts of the United States of America, we wish to thank you for this opportunity to appear before you.

Does a movement like Girl Scouting, with its accent on normal, healthy young people, rather than on those who are steering a "collision course" have any pertinence to the investigation of this committee? We think it does. For we know that you believe that the prime purpose of social action in respect to delinquency must be to prevent it.

British Government studies of delinquency were summarized in a report which concluded that the best prevention was the provision of leisure-time activities that "channel youthful exuberance into useful service." Girl Scouts and a number of other youth-serving agencies are seeking to do precisely that for our young people.

Our interest is in all youth, but as our experience relates to service to girls, we will speak primarily on the contribution we believe Girl Scouting makes to building strong, healthy personalities in girls, thereby providing a powerful force for the prevention of personality difficulties which often lead to delinquency. We are a youth-serving agency with a constructive approach. We believe that healthy individuals develop their own antibodies against disease.

The Girl Scouts of the United States of America is an organization chartered by the Congress. It is composed of 1,500,000 girls and 500,000 adults, joined together in a partnership for activities which include both fun and service, and which develop positive attitudes. The basic unit is the Girl Scout troop, composed of girls of approximately the same age, and their adult leader and assistant leader. The organization's purpose is to help these girls grow into happy, resourceful young citizens willing to share their abilities in their homes, their communities, their Nation, and the world. The program covers citizenship, outdoor activities, homemaking, and creative arts.

Our 1953 records show some 97,000 Girl Scout troops.

The CHAIRMAN. Did I understand you correctly? Did you say 97,000 troops?

Miss STRATTON. That is correct.

The CHAIRMAN. That is an amazing figure.

Miss STRATTON. A million and a half girls and half a million adults. The first troop was organized 42 years ago, in peaceful Savannah, Ga. The spot was not many miles from where the H-bomb project stands today, with scores of new towns and a huge influx of workers and their families. There was no thought of combating delinquency in the Girl Scout founder's mind. Her idea was to give an outlet to the urge of young girls to belong to a club of their peers. And she wanted to make that club something more meaningful than the local clubs based on the principle of exclusiveness, that flourished for a few months and withered away.

The keys to Girl Scouting lie in two principles: The first is that the movement is open to all girls who want to belong and who subscribe to the Girl Scout ethical code.

The second is that scouting is a relationship between a leader and her small group of girls. One reason why the small-group technique is successful with most children is that it gives them a close relationship with a leader. But this leader needs to be one with skill and training in order to gain the young people's confidence and influence their development in right directions. All youth-serving programs are limited by the availability of leadership, and this becomes an increasingly difficult problem in a time of defense and full employment.

To meet this situation, the Girl Scout organization has developed a system of trained volunteer leaders. These are reinforced in their efforts by the counsel of persons of long experience, and by professionals. Volunteer troop leaders take intensive training, and the trainers who give these courses are thoroughly trained for their task. Nearly a hundred thousand leaders and assistant leaders prepare for their work with girls each year. It should be a matter of pride to this Nation that so many adults are willing, yes, even eager, to serve as youth leaders.

The exceedingly rapid growth, particularly in recent years, and the long waiting lists of girls in many places would indicate that Girl Scouting is meeting some of the needs of young girls.

I would like to pause here, as an illustration of what is happening with the youth agencies, to say that with the Girl Scouts, it took about 30 years to get the first million girls, 5 years to get the next half million, and $3\frac{1}{2}$ years to get the next half million. So something is happening in this country to the acceptance of these informal educational agencies, as indicated by the children and youth who want to belong.

THE CHAIRMAN. Would you repeat that again, Miss Stratton?

MISS STRATTON. Yes. It is rather interesting. For our own organization, which was founded in 1912, it took about 30 years to get the first million members. It took 5 years to get the next half million members. And it took $3\frac{1}{2}$ years for the next half million.

If you would like to see that, Senator, we have it charted. It is rather a striking picture of what is happening in our own particular agency. I use it as illustrative of what is happening in the youth agencies.

Thirty-two years, to be exact, for the first million, 5 for the next half, and $3\frac{1}{2}$ for the next half million.

THE CHAIRMAN. That is an amazing chart.

MISS STRATTON. Now, one of the things that we think we can do with an organization of this kind, which helps in the problem in which you are interested, is that by being in every hamlet, town, and city, practically, in the United States, we have a readymade means of "belonging" for the increasing number of girls whose families have migrated.

The figures are often given that 1 out of every 10 families migrate every year. So it is very important when a girl gets to a new community that she has a readymade place for friendship.

We believe that the Girl Scout troop furnishes her this readymade place for friendship, whether her home is in a trailer, in a defense-

impacted community, or somewhere in the impersonal atmosphere of a great city.

We think that one of the most striking facts as brought out in one way and another regarding the youth-serving agencies is that all of us together are serving only about 25 percent of the young people of this country. In other words, none of us can boast, because put together we serve only about 1 out of 4 of the youngsters of this country. What would our juvenile-delinquency picture be if the youth-serving agencies reached 80 or 90 percent of the children of this country?

The CHAIRMAN. At this point, may I ask whether you found any of your members, any of the girls who become members, going astray after they have had Scout training?

Miss STRATTON. Well, I certainly could not say that they do not, Senator. In other words, with 2 million members, it would be only reasonable to expect that, with the juvenile delinquency picture what it is, some of those would be Girl Scouts.

The CHAIRMAN. You would not be able to speak on that subject percentage-wise?

Miss STRATTON. No, sir. I couldn't give you anything percentage-wise on it. It would be, we believe, a very small percentage. But certainly I would be rash indeed to say that none of them were juvenile delinquents.

You see, we serve about that percentage [indicating], 11.7 percent, of all the girls between 7 and 17. Now, it is only reasonable that out of that segment some are juvenile delinquents.

We also have troops in the institutions for the socially handicapped. We have gone into the institutions and set up Girl Scout troops. And we take those girls after they leave the institution. They are welcome in a Girl Scout troop. They have their membership card. That has been one of the very recent developments with us, and we are rather proud of it. Because for a long time we did not have the policy of individual membership with the girls in the institutions for the socially handicapped, but we do now, and we accept that girl as a full member when she leaves the institution.

The CHAIRMAN. Does your troop organization follow generally the same pattern as that of the Boy Scouts?

Miss STRATTON. Well, I think we can say in general that it does. There are differences, but I don't think you would be interested at this stage in the difference.

The CHAIRMAN. But you have your patrol leaders and all that sort of thing?

Miss STRATTON. Yes, sir.

We would like to make the point that since juvenile delinquency occurs in the leisure-time hours—people don't get into trouble during the working hours or the school hours; they get in trouble during their leisure hours, children or adults—that is why we ask your support and your interest in the leisure-time agencies. Because these agencies are particularly built and designated for the purpose of working with youngsters in their leisure hours. And we hope your committee will throw its influence in the direction of action within the communities which will strengthen the hand of all of the voluntary agencies.

Your committee is aware that we have in this country now 227 areas designated as "critical" by our Government. There is a population of

20 million in those regions, and the youngsters have a hard time of it, for reasons known to all of us.

The Girl Scouts have conducted experimental programs in five of these critical areas. We are sure from our experience that you can recruit leadership in those areas and that the children want the program.

At Savannah River, for example, we now have 69 troops and 1,500 girls.

We think that possibly one of the factors in the sharp rise in the rural areas is the great increase in the migratory farmworkers in every State in the Nation. We have $21\frac{1}{2}$ million of these migrants. Now, we have gone into those migrant camps, and we don't know very well how to work with those children, but we are trying. We are learning. And we have given those girls Girl Scout membership cards which are good wherever they go in any migrant community they may move to.

We have also gone into the institutions for the physically handicapped, the blind, the deaf, and the crippled, and we have troops in those.

We would like to make one last point with you. We believe that the greatest gift the Americans can offer their children today, whether boys or girls, is the "gift of example"—the example of integrity and purposeful living in the home, the school, and the church, because we recognize these are the primary factors in a child's life.

We add another gift of example when we bring them understanding leadership for their leisure-time activities. A young person who has someone fine and friendly to admire and to emulate is less likely to become a delinquent.

We are not here merely to discourse on the importance of scouting for girls. We are here rather to urge you to give your support to all youth agencies which are trying to give our children a better break.

We believe that our youth agencies will function best if they have the support of all individuals and all organizations including the local, State, and Federal Governments.

Thank you very much.

The CHAIRMAN. Miss Stratton, how closely do you work with the Children's Bureau?

MISS STRATTON. We work very closely with the Children's Bureau, and we have the highest respect for them and for the work that they are doing. We follow their work, particularly their research, with great care, and we would like to urge your support for the work of the Children's Bureau. We know that you have given them your support.

The CHAIRMAN. I cannot speak for my absent colleagues today, but I can assure you, as one member of this committee, that the Children's Bureau will not only have my support but I will try to see that they are strengthened by adequate appropriations.

MISS STRATTON. Thank you.

The CHAIRMAN. Mrs. Layton, did you wish to add something?

Mrs. LAYTON. I don't think I have anything to add, Senator Hendrickson, except one thought I had in connection with this work, and that is that I think many Americans feel that if they make a contribution of dollars, even great numbers of dollars, to organizations, they have done very well by the community. For an agency like ours, or

many of these other youth-serving agencies, dollars alone are not the answer.

I think you have got to give this "gift of example" that Miss Stratton speaks about, and your own self, your own leadership. It really has to have the person. We need leaders. We need people who can help us do this work. They don't necessarily have to be people who work directly with the girls, but we need all kinds of people in our organization to help us do our work. And money alone won't do it.

The CHAIRMAN. You need dedicated people.

Thank you very much. We know the fine work you are doing.

Mrs. LAYTON. We are getting a great deal of satisfaction out of it, and you have given us a wonderful opportunity.

(The complete statement referred to follows:)

STATEMENT OF DOROTHY C. STRATTON, PH. D., NATIONAL EXECUTIVE DIRECTOR,
GIRL SCOUTS OF THE UNITED STATES OF AMERICA

Mr. Chairman, speaking for the Girl Scouts of the United States of America, I wish to thank you for this opportunity to appear before your committee. Yours is a task of great urgency. Every thinking adult views with dismay the current rise in juvenile delinquency. Our boys and girls are the No. 1 product of our society. They are the one crop for which we cannot admit a high percentage of waste and destruction. War and the defense situation—with all the resulting dislocations of family life—have helped to produce the blight which threatens this seed crop of our Nation. Juvenile delinquency, as we see it, is merely a symptom. Behind it lies widespread neglect of our children's basic needs. I know your committee intends to uncover the facts, and to chart a course that serves the best interests of our future citizens.

Does a movement like Girl Scouting, with its accent on normal, healthy young people, rather than on those who are steering a collision course have any pertinence to the investigation of this committee? We think it does. For we know that you believe that the prime purpose of social action in respect to delinquency must be to prevent it.

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GROWTH OF SCOUTING

The Girl Scouts of the United States of America is an organization chartered by the Congress. It is composed of 1,500,000 girls and 500,000 adults, joined together in a partnership for activities which include both fun and service, and which develop positive attitudes. The basic unit is the Girl Scout troop, composed of girls of approximately the same age, and their adult leader and assistant leader. The organization's purpose is to help these girls grow into happy, resourceful young citizens willing to share their abilities in their homes, their communities, their Nation, and the world. The program covers citizenship, outdoor activities, homemaking, and creative arts.

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based on the principle of exclusiveness, that flourished for a few months and withered away.

The keys to Girl Scouting lie in two principles: The first is that the movement is open to all girls who want to belong and who subscribe to the Girl Scout ethical code. The second is that scouting is a relationship between a leader and her small group of girls. One reason why the small-group technique is successful with most children is that it gives them a close relationship with a leader. But this leader needs to be one with skill and training in order to gain the young people's confidence and influence their development in right directions. All youth-serving programs are limited by the availability of leadership, and this becomes an increasingly difficult problem in a time of defense and full employment.

IMPORTANCE OF LEADERSHIP

To meet this situation, the Girl Scout organization has developed a system of trained volunteer leaders. These are reinforced in their efforts by the counsel of persons of long experience, and by professionals. Volunteer troop leaders take intensive training, and the trainers who give these courses are thoroughly trained for their task. Nearly a hundred thousand leaders and assistant leaders prepare for their work with girls each year. It should be a matter of pride to this Nation that so many adults are willing, yes, even eager, to serve as youth leaders.

The exceedingly rapid growth, particularly in recent years, and the long waiting lists of girls in many places would indicate that Girl Scouting is meeting some of the needs of young girls. And—since Girl Scouting is to be found in almost every hamlet, town, and city of the United States, it provides a ready-made means of "belonging" for the increasing number of girls whose families migrate from one locality to another. In the new troop, a girl meets other Scouts with whose activities and ideas she is already familiar, even though she has not yet learned their names. She also knows she will be a welcome member of the new group. This is true whether her new home is in a trailer, in a defense-impacted community, or somewhere in the impersonal atmosphere of a great city.

MORE YOUTH SERVICE NEEDED

Perhaps the most striking fact about the testimony of the past 2 days is that all of our youth-serving agencies together are only reaching 1 out of 4—or about 25 percent—of our young people. How much would our juvenile delinquency picture change if the youth-serving agencies reach effectively 80 or 90 percent?

Specialists today have no specifics or vaccines for juvenile delinquency. There was a time when they thought they knew all the causes, but more research has revealed the extreme complexity of the problem. Students of delinquency are convinced that many of its causes lie in situations which fail to provide children with a sense of emotional security. A boy or girl in a happy home, with parents he admires, learns by example to discipline himself. If, as so often happens today, the father is absent on a job or military duty, or for some other cause, or the mother is employed and can give her family little care and guidance, the danger to healthy development is increased. Leadership that supplements the influence of the home may then become an important factor in the child's life. Most juvenile delinquency occurs in the leisure-time hours—not during work or school hours. Today, there are many children who know that there is no one home when they leave school. They have a feeling of being "on their own." Sometimes they wander far afield, and it is not surprising that they get into trouble with the law. The youth-serving agencies are specifically designed for the purpose of making these hours of leisure interesting, purposeful, and happy. We earnestly hope that this committee will throw the weight of its influence in the direction of action within the communities which will strengthen the hand of all these agencies.

Today, with our mobile population, the needs of children at all ages far more and better leisure-time activities are particularly acute. Our Government has designated as "critical" 227 areas where the vast influx of the population has swamped housing facilities and schools. These regions have a total population of 20 million. The young people have a hard time of it. They go to school in shifts, they have no place to play. Seldom does the old population have its "welcome mat" out for them. Racial and other prejudice may add to their feeling of being lost.

GIRL SCOUT EXPERIMENTS

The Girl Scouts have conducted experimental programs in 5 of these critical areas. The results have proved that it is possible to recruit leadership and that the children coming in want such a program. They are sorely in need of help in adjusting to their bewildering surroundings. At Savannah River, we now have 69 troops with almost 1,500 girls.

The fact that juvenile delinquency has taken a sharp rise in rural areas where formerly it was lowest is also a matter for earnest attention. This problem is accentuated by a great increase of migratory farmworkers, now employed in every State in the Nation. There are 2½ million of these migrants of whom about 1 million are children. Many of these work with their families in the fields. Poor living conditions and low income give them a great sense of insecurity. The Girl Scouts have begun the experiment of organizing troops for girls in migrant agricultural camps, and of providing girls with traveling cards which will enable them to enter troops as they move from town to town. The pilot experiment in the San Joaquin Valley in California, revealed a great eagerness of these migratory children to "belong," to have a share in recreational and service activity.

The Girl Scouts have long since had troops for physically handicapped girls—the blind, deaf, crippled. In a very small way, we have recently experimented with troops for the socially handicapped—girls now in institutions for the delinquent.

THE "GIFT OF EXAMPLE"

The greatest gift we Americans can offer our children today—whether boys or girls—is the "gift of example." Example of integrity and purposeful living—in the home, in the school, in the church, for we recognize these as the primary factors in a child's life. We add another "gift of example" when we bring them understanding leadership for their leisure-time activities. A young person who has someone fine and friendly to admire and to emulate is less likely to become a delinquent.

We are not here merely to discourse on the importance of scouting for girls. We are here rather to urge you to give your support to all youth agencies which are trying to give our children a better break. We take it to be the birthright of every child in our country that he shall have: first, the sense of security which comes from being loved in a home situation; second, that his material, health, and educational needs shall be met, so that he may realize his own fullest potentialities; third, that he shall have the opportunity for religious instruction. Moreover, as a step in his development, he should have the opportunity to join voluntarily a youth group, where he can have adventure and fun and practice the arts of citizenship on a level suited to his age.

CHILDREN NEEDING SPECIAL CARE

Of course, there are children who are not able to work well in a group, even if the opportunity is offered them. Their emotional instability growing out of the whole situation, requires the attention of trained persons who can work with the child and the family directly, as Dr. Eliot has suggested. This does not alter the fact that large numbers who can profit by group activity and are eager for it are not today being served. The well-trained group leader can often spot those children who need individual help in order to be integrated into a group, and refer them to the proper social agency. In training Girl Scout troop leaders, we try to give them this sort of understanding.

Throughout the country, and especially in areas of greatest tension and danger to young people, the youth-serving agencies today are working in close cooperation with the social and governmental agencies in making comprehensive plans and carrying out community services of various types for boys and girls. The voluntary agencies function best when they have the support of all individuals and all organizations, including their own local, State, and Federal Governments.

We hope that your committee's plan to carry its hearings to various parts of the country will be successful in throwing more light on the causes and on the means of prevention of juvenile delinquency. "On-the-spot" hearings should serve to reveal the plight of large numbers of our children and the types of services they require to insure their physical, mental, and moral safety. The Girl Scouts of the United States of America will follow your findings with keen interest, and with the purpose of offering cooperation within the field of our competence.

Mr. BEASER. Miss Allen?

The CHAIRMAN. We are glad to have you here today. Will you, for the record, state your full name, your address, and your occupation?

**STATEMENT OF MISS MARTHA F. ALLEN, NATIONAL DIRECTOR,
CAMP FIRE GIRLS, INC., NEW YORK CITY**

MISS ALLEN. I am Martha Allen, National Director of the Camp Fire Girls, Inc. Our offices are located at 16 East 48th Street, New York City.

I have a prepared statement, but in my usual fashion, I will probably take a few liberties with it.

The CHAIRMAN. You treat with it as you choose.

MISS ALLEN. I should like, first, to thank the committee for giving us this opportunity to explain the work which we are doing with girls.

Camp Fire Girls, Inc., is one of several character-building or leisure-time agencies working with girls from 7 years of age through senior high school. We work with them in 3 different groups, 7, 8, and 9, and then the girls 10 through junior high, and then the senior high school girls, and there are separate groupings for each of those, quite naturally.

Our first group was organized in 1910, and the agency was incorporated in 1912. We do work with all types of girls, rich and poor, and of all racial origins. In 1953 we served 400,000 girls. We have groups and local units in 3,000 cities and towns. The 1953 budget for the national organization—and we are the Bell System; we do the research, the field service, and organization for our local units, and we do charter those local councils, and the national organization budget was \$150,000, whereas our locals spent approximately \$3,750,000; the total expenditure then on Camp Fire Girls for the country being \$4,200,000, or \$10.50 per year per girl.

The activities of the program are designed around the camp fire law. And I would like to quote that, because it gives the basic concepts of our program.

The law is, "Worship God, seek beauty, give service, pursue knowledge, be trustworthy, hold onto health, glorify work, be happy." And we think those are solid concepts around which to build a program of prevention and adequacy.

Our basic purpose is to help as many girls as possible to be more adequate human beings, developing more fully their own potentialities for the benefit of themselves and society.

Since we deal with girls, we do place especial emphasis on the development of girls for their unique roles as homemakers and citizens.

To accomplish our purposes, we work with small groups of girls of 10 to 20—20 is our maximum—under adult guidance. And all of these adults are volunteers, giving their time, some 25,000 of them. The girls engage in a variety of recreational, educational, and community service projects. Many of them stay in the program for 3 to 6 years, and they show great development personally and in their group relationships.

In addition to the 25,000 group leaders, there are about 5,000 men and women who serve as members of our boards of directors. With

these adults we do a fairly effective job of adult education, increasing their alertness to the forces in the community which are harmful to good child development. They don't just work with Camp Fire Girls, but they are alerted to the fact that the Camp Fire Girls cannot do a good program with girls unless many other basic services in the community exist for children.

To the extent that we alert these citizens to a real concern about the needs of all children in their communities, and to the extent that we succeed in helping girls make satisfactory adjustments in childhood and youth and in preparing them to be adequate homemakers and citizens in adulthood, we do make a contribution to the prevention of delinquency.

Within the membership of the Camp Fire Girls are many girls who might be called problem girls. I know that most people think that our type of agency does not generally serve that type of girl, but, as Mr. Corwin pointed out, the record does not bear it out.

Just this week, this report came across my desk. It is the report of a leader working with 15 girls. This leader had lived in a community of stable families. She moved into a community which was a defense community, where nobody knew anybody else. The only thing the children had in common was proximity. She started to work with these girls when she found her own well-bred little 10-year-old daughter smoking cigarettes and carrying some rather lewd pictures in her pocket. So she felt that if she was going to be associated with these children in school, she had better do something about the association.

It is rather interesting to see what was the background of the children in that group.

One, both parents worked, always leaving the child alone with a sister, with whom she fought. The father drank excessively.

Another, the leader describes as short, fat, noisy, rude, and ceaselessly in motion with sound; a child of divorced parents again.

Another, a girl who was one of three children, no one of whom had the same father. The mother was now divorced from the third father, and they were living on State aid.

Another one was a child just recovering from polio. Another one seriously handicapped from meningitis.

Another, the youngest of 12 children, 1 of whom was already in a reform school, this child being in serious trouble herself in school.

And so, on that group went.

Now, we do not know how those 15 girls will turn out, because the forces in their lives are such that we may not be able to do the final constructive job that is to be done with those girls. But at least it is obvious that many of those girls would be in real trouble right now if it were not for their association with the Camp Fire group. How they will turn out, we don't know, but we think, a little bit better, at least, for having had this experience.

We also know that delinquent children are to be found in the families of rich as well as of the poor, and problem children likewise. Many of our annual reports from local group leaders tell a story of confused girls, often from broken homes, who are being directed to constructive activity and greater personal adjustment through the Camp Fire program.

In the past few years, we have given priority in our field service to defense and overcrowded areas. Local Camp Fire councils have made greater efforts to reach children with special problems. We are not experts in the treatment of delinquency. You must bear in mind that most of our people are volunteers. They are the women who live next door to you. They do not have the specialized training which the person needs who works with a child who is already delinquent. But even so, our program is used in some corrective institutions as a means of giving girls as much normal activity and contact with the outside world as possible under the circumstances. But there, of course, it is used with paid leadership rather than with volunteer leadership.

The fact that juvenile delinquency is a major social problem, which is increasing, is certainly by this time well known to this committee, and through your efforts it should become better known to the average citizen, who, we hope, will be alerted to doing his personal share in changing the situation.

We all know that delinquency cannot be attributed to any single cause, but it is the result of many factors in the life of the child, the most important of which seems to be lack of love and security in the early years of childhood.

Furthermore, children reflect the anxieties, the problems, and the behavior of adult society. As fears and tensions increase in the adult world, delinquency rises, as it did in World War II and as it did again in the Korean war.

If we are to stop delinquency, there are many things we must do as adults.

First, I think we need to find some ways to effect a more stable and peaceful world society, in which some of these fears will not be so prevalent. We must eradicate the causes of social insecurity insofar as we can, such as poverty, slums, poor and overcrowded schools, inadequate health facilities, and discrimination.

And in this connection, I would like very much to endorse the recommendations which Mr. Corwin made. I would, however, like to call attention to something else.

Everybody has talked about the Children's Bureau, and certainly that is one of the agencies which needs to be strengthened. But I think we can't overlook the fact that it really is the whole Department of Health, Education, and Welfare which needs to be strengthened, because it is all of those services which support the whole family.

And in line with research, it is my understanding that there is apt to be some cut in the mental health appropriation, for instance, and for the Public Health Service.

That, I think, would be catastrophic in terms of something that we need right here, because we do need to know why one child who is exposed to one thing will go one way, and another child, exposed to the same thing, does not go that way.

I do think some basic research is needed, and it seems to me that the health services, with particular emphasis on mental hygiene, is one of the things that would strengthen us in this whole field.

We must give better care and treatment to those now delinquent, and, in line with legislation, I would support Mr. Armstrong and those who call for more uniform legislation and more uniform treatment in the States. And we must give opportunities for parent edu-

cation, to help parents express their love, which they do have, for their children, in more constructive and in more satisfying ways. And by our own example, we must give children and youth moral and spiritual values; and, naturally, as the director of a youth agency, I believe that we should give them more adequate opportunities for wholesome play and group experience, such as is afforded by the agencies represented here today, which, as Miss Stratton pointed out, even with all of their resources, are able to reach less than a majority of those who could benefit from the program. And I don't think it is just because of the fact that our programs are not geared to meet their needs. Part of it is because we do not have the people to go out and organize to do the job and to recruit the leadership which is so essential. You have to let people know what they want, sometimes. They don't always know themselves. And they won't come to you unless they know about you.

Our adult leaders are not substitutes for parents. They supplement and strengthen the work of good parents and, in some cases, make up for the lack of that kind of attention in children who do not receive such care at home.

I think that we do a good job of making the positive in human character more positive and the negative less negative. But we cannot make up for all the personal and social lacks in the life of the individual which may cause him to be delinquent. And if too many of the basic needs of a child go unmet, we may not be able to reach that child at all with our type of program.

In closing, there is just one thing I would like to say in defense of youth itself.

I, in no way, wish to minimize the seriousness of the delinquency problem, but I would like to point out that the present generation of children and youth is by no means a lost generation. Not all children are problem children, but all children do have problems, and these children with problems are coming to our agencies in ever-increasing numbers and with just as lively interest.

We are finding that they are more sophisticated, and that what the 17-year-old girl used to do, the 12-year-old is now doing. And so we have to step up the activity, actually, all the way down.

The CHAIRMAN. How do you account for that, Miss Allen?

MISS ALLEN. I think they are better informed. I grew up in a little town of 1,500 people in Mississippi, without radio. We didn't know about all the outside world. We were contained, to a great extent. Now my nieces and nephews living in that same community know things that I didn't know until I got through college. And I think it is because of the fact that we do have so many more channels of information, so much more is available to everybody.

You can go anywhere in the world in no time at all. And knowledge is just more available to people than it was. Therefore, I think that has stepped up the more sophisticated activity of the child.

And when I say "sophisticated," it is not all bad. For instance, I never thought about world peace and the world situation when I was a child. I just played. But the young people in the campfire groups today are taking very active roles in community service, in services to children in foreign countries, doing constructive things that I never did.

So I do like to point out that most of them are wholesome. They are better informed. And they are more conscious of their civic responsibilities than you and I were perhaps when we were juvenile, though not delinquent.

The CHAIRMAN. The Chair is quite sure that you have furnished a correct answer to that question.

Miss ALLEN. And I do think that we must not let youth itself be hurt by any publicity which goes on about the work of this committee, which is constructive. I hope it will not be publicized in any way to make the public and to make youth think that they are a bad lot. Because they are not.

The CHAIRMAN. Miss Allen, the Chair wishes to commend you for this very fine presentation. I know the subcommittee, my absent colleagues, will find it very helpful as we sit down together—and I will, too—to write our first report.

Miss ALLEN. I think I answered most of the questions you might have asked me.

Mr. BEASER. Mr. Arthur A. Schuck, Chief Scout executive, Boy Scouts of America, was scheduled to be the next witness, but we find he has been grounded in Philadelphia.

The CHAIRMAN. I would like the record to show that we feel it very essential that Mr. Schuck be given a later chance to appear.

Mr. BEASER. Miss Elizabeth A. Smart, representing the National Woman's Christian Temperance Union.

STATEMENT OF MISS ELIZABETH A. SMART, REPRESENTING THE NATIONAL WOMAN'S CHRISTIAN TEMPERANCE UNION, WASHINGTON, D. C.

Miss SMART. My name is Elizabeth Smart. I am representing the National Woman's Christian Temperance Union.

I wish to thank the committee for this opportunity to be heard and to commend the committee for doing this work and uncovering the facts which the public needs to know on the problem.

The CHAIRMAN. We are grateful to you, Miss Smart, for appearing here today, as we undertake to serve in connection with this rather stupendous problem.

Miss SMART. You do have a very large problem.

Our organization has from time to time maintained homes for drunkards, for children, for old people, and for delinquent girls. We are at the present time maintaining three homes for children, and a home for women alcoholics in Philadelphia.

The WCTU of New Hampshire maintains the Boylston Home for girls 12 to 18 at Manchester, N. H., capacity 22 girls. These girls are not delinquent but the home sometimes accepts girls on probation for minor infractions, such as running away from home where an unhappy situation exists. They receive girls from the department of public welfare, probation department and Children's Aid Society.

A Christian atmosphere is maintained with grace before meals and a devotional period morning and evening. The president of the board of trustees writes me that—

alcoholism in the home is one of the main factors causing the girls to be taken away from the parent or parents.

The Frances Willard Home at Tulsa, Okla., maintained by the WCTU of Oklahoma, admits orphans or half orphans or girls from broken homes. Its capacity is 50 and the ages are from 10 to 18. Children are not delinquents and the care is preventive, not corrective. In most cases one parent or both are alcoholics. In practically every case alcohol is involved.

The Children's Farm Home of the Oregon WCTU at Corvallis, Oreg., with a capacity of 176, provides for, educates, and protects homeless, neglected, or otherwise dependent children, committed by the courts to this home for temporary care. Ages range from 5 to 21 years. The home is on a 281-acre farm. Rehabilitation of the family is first sought and if this fails, the children are placed in foster homes under supervision of an expert caseworker. This home takes both boys and girls. Training is given in woodworking, barbering, dental work, and electrical work, milking and pasteurization, techniques in food preservation, and laundering.

I have a little chart of causes for admission from the field supervisor:

Causes for admission of children to the Children's Home Farm, 1951-52

	Alcohol	Disease	Death	Divorce	Other
46 families asking.....	14	8	7	14	3
91 children involved.....	32	20	12	22	5

The Iowa WCTU maintained for over 50 years the Benedict Home for delinquent girls at Des Moines. The rules called for a 2-year residence, later the trustees shortened it to 1 year, but when the girls refused to remain for that length of time, the home had to be abandoned. Less than a year was found inadequate for character formation.

The WCTU also maintains two youth groups—the Loyal Temperance Legion for children 7 to 14, with a special program for children of junior high-school age—advanced LTL—and the Youth Temperance Council for young people from 15 to 25. Both are character building, with programs adapted to the age group. Training in citizenship, simple parliamentary procedure, in alcohol education and recreation, are features of both groups. Summer encampments with regular study courses and recreation are held for the YTC. Camporees, 1-day outings at lake or picnic grounds, for the LTL's. Some Presidents of the United States were former members of our youth groups, as were many prominent leaders in business and professional life today. Community service is emphasized.

The WCTU has a bureau of research in narcotic drugs.

Our world and national WCTU's have been instrumental in securing the adoption of the various opium conventions under the League of Nations and of the establishing of the Commission on Narcotic Drugs under the U. N. We have also been instrumental in securing the adoption of the uniform narcotic act in the several States. The secret of fighting drug addiction is eliminating production at the source and narrowing production generally to the world's requirements for medical and scientific purposes. A considerable advance was achieved

during World War II in eliminating opium monopolies in colonial possessions in the Far East.

For a considerable period of time the chief problem of drug addiction among youth was marihuana cigarettes. This is confined largely to the cities. The use is spread by musicians in honky tonks who are themselves users. The problem has been complicated by the attitude of some city health departments that this problem is a negligible one. Marihuana is the oriental hashish from which the term "assassin" is derived. It leaves the user full muscular control while stupefying the higher faculties of the brain. It could be and is a definite factor in juvenile delinquency. Furthermore, it leads to further drug addiction.

Recently a flood of heroin has been loosed on the Western World from Red China. Juvenile addiction began to be a serious problem in our coastal cities. London was having a similar experience at the same time. We would like to point out to the committee that most of the youth addicts interviewed by the press in this country traced their initial use of the drug to beer parties or the use of beer.

The Federal Bureau of Narcotics is making a valiant fight against this new affliction.

It would be of great benefit in our judgment if your committee would recommend to the Senate prompt ratification of the protocol which is now before you for action.

At one time the radio was helping spread marijuana use by a popular song Reefer Man. I am happy to say that this practice has ceased. We also commend the Motion Picture Code for continuing to protect the public and especially juvenile audiences by keeping its ban on the showing of pictures on narcotics. While we believe in informing the public regarding the danger of narcotic drugs we do not believe mass education on this subject is effective. Too often it spreads ideas on the subject leading to the use of drugs among people who might otherwise have remained in ignorance of them. Educational work should be unspectacular and the use of pictures showing the process of obtaining drugs from street peddlers and the method of using drugs should be avoided. It must always be borne in mind that children are highly imitative. As a police officer once told a former Committee on Juvenile Delinquency, "What the movies are showing today, the kids'll be doing next week." There is an excellent booklet issued by the Federal Bureau of Narcotics entitled "Living Death,"* which can be obtained for such work.

Another narcotic problem is the "ambulatory clinic." This is found chiefly in southern California and New York. This means the issuance of prescriptions for the purchase of drugs by practicing local physicians without any attempt at hospitalization. You cannot cure drug addiction without hospitalization. We would urge the committee to recommend compulsory hospitalization, and to recommend to the States the furnishing of hospital facilities for such cases. It is neither possible nor desirable for the Federal Bureau to take on the load of arresting street drug peddlers in the cities. It would require an army of agents. The Federal Bureau can deal with production, importation, and transportation and the large-scale operator and is doing so, but the States and local police should handle the problem of street peddlers, and since many of these are addicts, be prepared to hospitalize them.

*On file with the subcommittee.

We wish to commend your committee and its investigators for uncovering conditions surrounding dance halls in the city of Washington and elsewhere. While we believe there is a definite responsibility on parents to form the character of their children by precept and example, this does not relieve the community of its responsibility to the parents and to the children. The child comes in contact with influences outside the home when he enters the schools, and the community compels his presence there. A healthy community will protect its schools from insidious and vicious outside influences and maintain a high quality in its teachers. Especially in the poorer homes there comes a time in a child's life when he or she becomes dependent on public recreation. It is also the duty of a healthy community to see that this is clean and free from improper influences.

It ought to be the responsibility of the police and the public to see that no such conditions obtain as were described here by the committee's investigators. Laws against sale to minors should be strictly enforced. We would support the police officers in asking the committee to make their task easier by recommending increasing the age limit at which the sale of alcoholic beverages is permitted, to 21, since it is easier to tell the difference between the teens and twenties than between 16 and 18. We would also suggest legislation, increasing the distance between dance halls and places selling alcoholic beverages, to a very considerable distance and not a mere several hundred feet. A law prohibiting minors from being in places where alcoholic beverages are sold would also be a help.

Attempts to break down standards of abstinence and morality taught in the home ought not to be countenanced by society, for society itself is menaced by the delinquency resultant on such attempts if successful.

The flood of immoral and amoral books on our newsstands have a definite effect on the thinking of the adolescent. The practice of forcing newsstand owners to accept such books and magazines as a condition of obtaining reputable publications ought to be banned by law. Newsstands owners who stock such books and magazines should be punished by heavy fines.

If we eliminate such influences and make possible decent housing at rates within the income of low income bracket families, a considerable step in solving this problem will have been achieved.

We approve the use of local committees to cope with the individual problems of each area. But we suggest that these committees need proper guidance to be effective. We would recommend that means be provided by which they can be given the benefit of the many years of experience in dealing with the problems of youth, of the Children's Bureau, through conferences on a national or regional scale.

Above all, we would remind the committee that the attention of the public needs to be forcibly drawn to this problem to get results.

Unfortunately, America itself has been subjected to a type of brain washing by some of our more sinister commercial interests in their zeal to increase their profits and also probably to a greater extent than we realize by the subversives which congressional committees are now uncovering. Many of our people almost lack a sense of what is right and wrong. The committee is rendering invaluable service in labeling some of the things that are being done to youth very clearly. We urge you to continue this valuable contribution to a better atmosphere for youth to live in.

And I would like to add one final statement, which I think is of deep significance. It was brought to me by one of our officers yesterday.

Mrs. Ila Huff, social worker and director of the Memphis, Tenn., Girls Club, sponsored by business women's organizations of that city, made it. The club is made up of some 400 girls from 7 years up through teen age from problem homes and many of the girls potential delinquents.

Mrs. Huff stated:

I am a doctor of behavior. I can heal the behavior of most any child, provided it does not have a drinking parent or drinking parents. Because of recurring misbehavior in the home of drinking parents, the child suffers an emotional as well as physical shock from which it is difficult to recover and to which adjustment is next to impossible.

Respectfully submitted.

The CHAIRMAN. Miss Smart, we are very grateful to you for that statement, and you may be sure that my absent colleagues today will study it very carefully.

Have you any questions?

Mr. BEASER. No.

The CHAIRMAN. Miss Smart, you have been in almost constant attendance at our hearings, have you not?

Miss SMART. Yes, I have tried to be, Senator.

The CHAIRMAN. And have you any comments to make as to what this subcommittee might do to improve the opportunities for these unfortunate young people?

Miss SMART. I think that the problem of the financing of some of the agencies dealing with children is a serious one, Senator. I feel the Children's Bureau is in need of a greater fund to carry on its activities, and I have suggested, as you see here, making it possible for them to come in contact with the local committees which will handle this.

You can set up a committee and give it a general plan of work. Of course, its activity depends upon the personnel of the committee. But even with the best personnel, it does depend on the guidance of people who are informed on the subject. And it requires considerable information in dealing with the modern problems which children have to encounter. And I think that the best guidance obtainable should be given such committees.

Then I have suggested, as you see here, certain legislation, which, of course, this committee can only apply to the District of Columbia. But I have noticed that the city of Washington is sometimes a guide to the rest of the Nation.

The CHAIRMAN. It should be.

Miss SMART. It should be. It should be a guide in the right direction, Senator, and I believe your committee is trying to make it so.

The CHAIRMAN. I am fearful that it will never serve its rightful purpose in that respect until they get home rule here in the District. I think this absentee management that comes from the Congress does not get to the root of a lot of trouble here. That is my own personal judgment.

Miss SMART. A lot of your problem, I think, as I say, has been what I describe as the brainwashing of the public. Part of it is due to the hurried life of today, in which people do not seem to have time enough to put down roots and develop minds of their own to evaluate things and resist any kind of suggestion that might be made to them.

I think the committee, in bringing to the attention of the public the extent to which juvenile delinquency has gone because of this neglect, will have quite an effect on the thinking of the people in the local communities and will inspire them to try to take some effective action themselves.

There are laws on most of the statute books which, if properly enforced, would handle a great many of these problems. But as your investigators found here, they are not being enforced. They are being ignored by the public. And they are not being enforced as they should be.

The calling of the attention of the public to their responsibility for seeing that these laws are enforced ought to have a beneficial effect throughout this country.

The CHAIRMAN. From those remarks, I would gather that you agree with the Chair that this whole problem is largely one which must be solved at the community level; bearing in mind, of course, that all levels of government have a responsibility in this thing.

Miss SMART. I would like to add my voice as to the Federal Government's responsibility in certain matters.

Now, you do have some control over this matter of advertising, and you do have some control over the use of the air by television and radio, and you could do something about motion pictures.

The greatest influence on a child today probably is television, where they do have television. Children, are affected by audial impressions and still more so by visual impressions. Television is a discovery which could be of the utmost benefit to the home. It has educational possibilities which are almost unlimited. People who can't get to schools, who will be deprived of many opportunities because of their remoteness from the cities, could be given those opportunities through these educational channels.

At the same time, because it comes into the home, the programs that go on television certainly ought to be under some type of supervision. And since the Government does have control over the use of the air, since the use of the air is by license, I think it is perfectly possible for the Federal Government to take the position the State of New York has just recently taken with regard to automobile licenses.

The President told us in the spring that we should stop the murder on our highways. Now, I am a citizen of the State of New York, and I am very proud of the State of New York for having reacted constructively. They say that—

A license to drive a car is not a right but a privilege, and as a condition of giving you that privilege, we are going to require you to submit to tests which will indicate whether or not you have been guilty of drunken driving.

That is one phase of the problem of accidents on the highways.

In the same way, you who grant the licenses to these radio and television stations could say that that is "not a right but a privilege; and as a condition of granting that responsibility, we are going to ask you to establish a code and live up to that code."

They do have a code. It is not as complete as it should be.

If you have time, Senator, to sit at a television set, which you probably haven't, for one full evening—I was listening last night, and there were one after another of these beer ads coming over, some of which are made attractive to children. There is an ad which shows a small figure climbing the stairs up to "the kiss of the hops."

Now, a child will go out and recite that poem and be induced to see no danger in the use of it and probably will make use of beer if he gets an opportunity to. It is drawing the child into the atmosphere of the tavern and away from the atmosphere of the home, the school, and the church, and I think it is one of the factors which should be eliminated.

There are a great many programs. I think television has cleaned itself up to quite an extent, but there still are a great many programs on television that could be improved on.

And, as I say, Congress has the power to insist on a code of behavior for these stations, and I think could do so.

The CHAIRMAN. Thank you very much, Miss Smart. Your observations were very helpful, indeed.

I would like to include in the record at this time a statement by Caradine R. Hooton.

(The statement referred to is as follows:)

STATEMENT OF CARADINE R. HOOTON

On behalf of the Board of Temperance of the Methodist Church I want to thank you for the privilege of appearing before this illustrious body of distinguished American citizens. As past president of the council of secretaries representing the 16 general agencies of the Methodist Church, I come in behalf of a respected body of spiritual leaders, trained educators and service-motivated patriots who share with you a very deep concern for getting at the roots of delinquency which now threaten the very security of our American way of life.

As one who works very closely with American youth, I want to say in the beginning that the present generation of young people consists of many of the finest teen-agers our society has yet produced. American youth will not be pleased with any action of this committee short of definite relief for the problems they face. They recognize that the many problems they encounter and the terrific pressures they must overcome constitute intolerable burdens that they cannot successfully bear without adult help.

We recognize that the causes of tragic irregularities and pitiable deficiencies among our youth are not inherent in teen-agers themselves. It goes without saying but should no longer go without remedy that back of the crime and disorder in which unprecedented numbers of minors are now involved are serious adult delinquencies that can be corrected.

It should be apparent to every serious-minded person that society cannot long endure a system that condones the spending of 3 times as much money for beverage alcohol as for education; 9 times as much for alcoholic intoxication as for religious inspiration. For example, Americans now spend \$1 to wake up our minds and \$3 to put them to sleep again; \$1 to inspire our moral and spiritual instincts and \$9 to intoxicate them with alcoholic spirits. Thus, by precept and example, we encourage youngsters to make experiments which all history has proved detrimental to mind, soul, and body.

Look at another awkward situation in modern American life. Despite all the good being done through modern mass media, we all know that much damage is being done to youthful minds through the advertising of alcoholic beverages. Children are taught that beer is good; that beer belongs; that beer is entitled to a respectable place in the life of our freedom-loving people. They are forming the delusion that distinctions are achieved through the use of liquor without getting the benefit of the total picture of its destructiveness. The average youngster is now almost completely convinced that beer, ale, and wine are legitimate and harmless beverages that maintain no real relationship to the family of narcotic depressant drugs to which they rightly belong. They are not getting the whole truth about the unprecedented destruction of human life, home life, and personal property being wrought so flagrantly by light uses as well as heavy abuses of all types of beverage alcohol.

What we are actually doing, gentlemen, is to allow a pushful, profit-motivated traffic in beverage alcohol so to train our children that they see no danger involved in drink, and this is the awkward situation in which we find ourselves.

We are creating new disregard for law and disrespect for adult authority. The beer and wine casters are creating appetites which parents and lawmakers now consider it illegal to satisfy.

A child in the home develops the appetite through seeing the attractive pattern of drinking as it is dramatized on TV. The youngster seeks to purchase this palatable product only to find that it is unlawful for saloonkeepers and grog shops to sell to minors. Are we not creating a ready market for bootlegging? Are we not generating a contempt for law and moral controls? I submit to you that we ought to stop this carnival of unrestrained alcoholic advertising or remove all legal barricades so that children and teenagers may obtain what we have trained them to want. Our failure to correct this evil would be a continuation of aggravated increases in juvenile delinquency. It would be ridiculous to suppose that all minors are barred from purchases of alcoholic beverages. On the contrary, these drugs are all too easily accessible to youth. Such notices as appeared in the Washington papers, and, indeed, publications from across the Nation, have been recently studded with sordid accounts of escapades by juveniles who have been picked up by the police drunk. Incidentally, it costs the taxpayers more than a half-million dollars a year just to keep the drunks off the streets of the District of Columbia. There are 15,000 problem drinkers in the city of Washington and this does not begin to estimate the multiplied thousands of potential problem drinkers heading rapidly toward skid row.

As one of the remedies which can be offered and implemented by your subcommittee, may I suggest the following:

Inasmuch as wine and beer may be sold to juveniles through grog shops and groceries, a law should be enacted that would (1) put the burden of proof on the dealer, each being required to stamp his number on all cans or bottles of beer, wine, or ale; (2) suspension of license for violation; and (3) fine or jail term for special offenses.

After requiring this stamp for purposes of identification, such a law could make the sale to a minor a misdemeanor and grounds for suspension of privilege. It would put the burden of proof on the dealer to show that the purchase was not made in his shop. After a second offense there should be a definite suspension for a period of 6 months. Following the third offense a permanent revocation of license and a jail sentence.

Another section of this same law would provide a penalty for the gift by any person except the lawful guardian of any type of intoxicants to minors. Such a gift would be *prima facie* evidence of an illegal act, punished by a jail penalty of 10 to 30 days minimum.

Inasmuch as the eyes of the Nation are upon the action and recommendations of your committee, and since every section of America is concerned with developing adequate solutions for the unconscionable problems of juvenile delinquency, I respectfully urge you to exercise the authority now entrusted to you to bring the long-wanted relief of law and moral suasion for which the ruling and forthcoming generation will rise up to call you blessed.

The CHAIRMAN. Counsel, do you have any more witnesses?

Mr. BEASER. I would like to offer for the record a statement by Sol Markoff, associate general secretary of the National Child Labor Committee.

The CHAIRMAN. Without objection, the statement will be inserted in the record at this point in the proceedings.

(The statement referred to is as follows:)

STATEMENT SUBMITTED BY SOL MARKOFF, ASSOCIATE GENERAL SECRETARY,
NATIONAL CHILD LABOR COMMITTEE, NEW YORK CITY

My name is Sol Markoff. I am associate general secretary of the National Child Labor Committee, a private organization, 50 years old, whose program, broadly stated, is a two-fold one: Helping to eliminate harmful child labor and to promote greater educational opportunities for young people.

DO CHILD LABOR LAWS PROMOTE DELINQUENCY?

Delinquency is a complicated affair and many concerned with this problem are trying to identify its causes and to find its cure. But there is no single diagnosis for this distressing condition and there is no single cure-all for the

disease, notwithstanding the assertions I sometimes hear that what this country needs is to get rid of its child labor laws for they breed idleness and encourage delinquency.

It may seem like a plausible solution to those grasping at any straw but, in fact, is no solution at all. Those who pin their hopes on employment as the cure-all for delinquency are apparently unaware of the extent to which children may legally work. Evidently they do not know that in all States except Connecticut children of 14 and 15 may work after school and during summer vacation in a large number of suitable occupations, and that children even younger than 14 are legally permitted to work in street trades, domestic service, and in farm work. Perhaps they do not know that about 1½ million children are at work today, and that there has been a steady rise in part-time employment of children. If employment were in fact the sure-fire deterrent to delinquency, then we might expect delinquency to decline as more youngsters worked. But this has not been true at all. Youth employment has risen by one-half a million in the past decade and it was also during this decade that there has been such an alarming increase in juvenile delinquency.

I do not mean to go to the other extreme and say that employment per se leads to delinquency. There are just no generalizations that apply for every case. For one child, suitable work experience may, perhaps, be a steadying influence, a step in his progress toward maturity, a deterrent to delinquent behavior. For another child, a job may be a contributing factor and even a decisive one in his drift into delinquent conduct. For example, youngsters working in and around poolrooms, bowling alleys, hawking newspapers late at night, and in street trades, are frequently exposed to undesirable associations and moral hazards that may turn the potential delinquent into an actual one. Those who think they could eliminate delinquency by eliminating child-labor controls would, I venture to say, only find that they have compounded the evil.

HOURS OF WORK

Instead of scrapping or weakening the child-labor laws—which in my mind would be calamitous—I think we ought to see in which ways they could be strengthened and more effectively enforced. It may be news to those who think child-labor laws lead to delinquency, but it is a sobering fact that more than 100,000 children between the ages of 14 and 17 who attend school also work for 35 hours a week or more. Such an excessive workload inevitably interferes with a youngster's opportunities for study, rest, recreation, extracurricular activities, and family life. It may cause him to fall behind in his studies, lead him into truancy, and then to quit school altogether. It does not give him time to engage in community activities or in club work at school, all of which help to build constructive social attitudes. It denies him the opportunity to spend more time with his friends and family. An excessive combination of work and school may result in a sullen, disgruntled youngster and open the way to hostile and anti-social attitudes and conduct. Effective child-labor laws, setting reasonable standards on part-time work for schoolchildren, help prevent such a development.

SCHOOL DROPOUTS

Another factor pertaining to this problem is the large number of children who drop out of high school before graduating. I do not mean to imply that all of these early school leavers become delinquents, for that is not so at all—but it is safe to assume that a good school atmosphere can help build a good citizen. However, one half the children who enter high school today drop out before graduation and it seems desirable to try to develop diversified curricula, programs, and services that would be more attractive to many of the youngsters now attending school. This, I think, is one of the most challenging problems facing our educational system today. We only shift our responsibility on to someone else when we say: "Let them drop out of school." There is no magical therapy in work per se. A maladjusted youngster at school may well be a maladjusted worker. On the other hand, work experience, if related to a school program, supervised by school authorities, might be a helpful device in maintaining a student's flagging interest and help keep him in school where he has a better chance of learning constructive attitudes. Our schools, of course, can't do the job alone, but if they give up on these youngsters, who is there to fill the gap?

LOW INCOME

As the committee surely knows from its collection of the facts, delinquency twists the lives of children of all classes, including those in the middle income and upper income group. But that should not obscure the fact that income—or rather the lack of it—may well have a bearing on the antisocial conduct of many young people.

We are a rich and resourceful Nation. Nowhere in the world do children enjoy the advantages and have the opportunities they have in America. Still, according to the 1950 census, there were nearly 9 million children under 18 years of age who belonged to families whose average income was less than \$40 a week; about 3½ million of these children came from families whose earnings were less than \$20 a week. Poverty is never pretty and its consequences are often ugly. I know that the history of our Nation affords dramatic illustration of the way many young men and women have been able to overcome poverty and to rise to positions of leadership in industry and in Government. But I am afraid we know more about the successes than we do the failures. For every one who has succeeded in overcoming these early obstacles there may be ten or a hundred who have failed or fallen by the wayside. But the answer to low family income is not to relax child labor laws. I venture to suggest that many of the children in low-income families already work to help supplement their parents' income. A positive program for reducing delinquency should, I believe, take into consideration means for raising the income levels of the low-income family—so that the children could be reared in decent dwellings—in wholesome neighborhoods, with ample opportunities and facilities for recreation.

MIGRANTS

Finally a word should be said about the unbelievable conditions under which many migrant children live. Here is a fertile breeding ground for the delinquency virus. I do not shock too easily but I have been appalled at what I have seen in some of our migrant communities. Filthy houses, unfit to live in, educational deprivation, discrimination, absence of normal family life, and a bad moral atmosphere at migrant camps are the rule rather than the exception. It takes no great insight to recognize the pernicious effects these have on children. Yet, in the words of the President's Commission on Migratory Labor, "State by State, county by county, township by township, nearly every unit of Government seeks to evade responsibility for these migratory workers." More than words are needed here. Programs and services are necessary and the Federal Government should spark reform programs by appropriating funds for housing, educational services, health programs, and child care centers for this terribly neglected group of migrant children.

NATIONAL CHILD LABOR COMMITTEE

NEW YORK, N. Y.

DESIRABLE STANDARDS FOR THE EMPLOYMENT OF YOUNG WORKERS

The National Child Labor Committee recognizes the value of worthwhile work experience as a factor in a child's progress toward maturity. Child labor laws assist such progress by insuring that young workers are employed in proper jobs and under conditions which do not interfere with their education, health, and normal, wholesome development.

The following standards have been found generally desirable for the employment of young people. In order to serve the best interests of some individual children, and because conditions of employment may vary in communities of different sizes, some degree of flexibility may be appropriate where it is administratively feasible and does not open the way to undesirable employment.

The committee believes that odd jobs around the neighborhood outside of school hours, such as mowing lawns, snow shoveling, farm and domestic chores should not be covered by child labor laws.

Minimum age:

For employment during school hours.....	16 years
For after school and vacation work (12-year minimum for delivery of afternoon newspapers in residential neighborhoods).....	14 years
For manufacturing	16 years
For hazardous occupations.....	18 years

Maximum hours of work :

Minors, 14 through 17 years-----	8 hours a day, 40 hours a week.
Minors, 14 and 15 years, attending school--	3 hours on school days; 18 hours a week when school is in ses- sion.
Minors, 16 and 17 years, attending school--	4 hours on schooldays; 24 hours a week when school is in ses- sion.

Night-work prohibition :

Minors, under 16 years---- Between 6 p. m. (7 p. m. in summer) and 7 a. m.

Minors, 16 and 17 years---- After 11 p. m. (10 p. m. while attending school)

Work permits: A work permit and age certificate system to facilitate enforcement of legal regulations.

Mr. BEASER. There are no further witnesses.

The CHAIRMAN. The Chair would like the record to show today an expression of the subcommittee's gratitude.

Mr. Douglas MacNeil, of the New Jersey Department of Institutions and Agencies, helped considerably in arranging the witnesses for this hearing today. I do hope that the staff will see that Mr. MacNeil receives some written evidence of our appreciation.

If there are no further witnesses, then the subcommittee will recess until January 28, 1954, at 9:30 a. m., in courtroom 3 of the Federal Building in Boston.

(Whereupon, at 5 p. m., the hearing was recessed until 9:30 a. m., Thursday, January 28, 1954, in courtroom 3 of the Federal Building, Boston, Mass.)

JUVENILE DELINQUENCY

FRIDAY, APRIL 9, 1954

UNITED STATES SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON THE JUDICIARY,
TO INVESTIGATE JUVENILE DELINQUENCY,
Washington, D. C.

The subcommittee met at 10 a. m., in room 424, Senate Office Building, Senator Robert C. Hendrickson (chairman of the subcommittee) presiding.

Present: Senators Hendrickson and Hennings.

Also present: Herbert Wilson Beaser, assistant counsel, and Richard Clendenen, chief consultant.

The CHAIRMAN. The subcommittee will be in order.

This hearing will be a continuation of hearings which started on January 21 through 22, 1954.

We will hear today from the national organizations not previously heard.

The first witness will be Mr. Albert Deutsch, of Washington, D. C.

Mr. Deutsch, are you prepared to come forward and give your statement?

Mr. DEUTSCH. Certainly.

The CHAIRMAN. Mr. Deutsch, I understand you have a prepared statement; is that right?

Mr. DEUTSCH. Yes; and I would like to introduce it if I may and summarize it in my testimony.

The CHAIRMAN. That is perfectly all right. You may proceed in your own manner.

Will you first state your full name and address for the record?

STATEMENT OF ALBERT DEUTSCH, WASHINGTON, D. C.

Mr. DEUTSCH. Yes; Albert Deutsch, 2800 Quebec Street NW., Washington, D. C.

The CHAIRMAN. The Chair would first like to note that Mr. Deutsch's entire statement will be incorporated in the record at this point.

(The statement referred to is as follows:)

STATEMENT BY ALBERT DEUTSCH BEFORE THE UNITED STATES SENATE SUBCOMMITTEE ON JUVENILE DELINQUENCY, APRIL 9, 1954

It is a pleasure to appear before your honorable body, which has already made a significant contribution to public understanding of the problems of juvenile delinquency.

I wish to confine my discussion today mainly to two aspects of delinquency: The role of the police and the part played by the juvenile institutions known as training schools or reform schools. I have had occasion to make nationwide

journalistic surveys of both aspects. Several years ago, I made a survey of public training schools for child delinquents which was published first as a series in the *Woman's Home Companion*, then expanded into a lengthy newspaper series, and finally formed the basis for a book, *Our Rejected Children*, published in 1950 by Little, Brown & Co. I have just concluded a survey of police handling of juvenile delinquency problems which will be published in *Collier's* magazine soon. I was gratified when Senator Kefauver of this committee contributed an introduction to a previous series of mine on police problems which appeared in *Collier's* last fall.

I should add, perhaps, that my journalistic interest in juvenile delinquency was preceded by years of professional activity in the general field. I was for 5 years research associate in the New York State Department of Social Welfare, during which time I coauthored, with Dr. David M. Schneider, the *History of Public Welfare in New York State, 1876-1940*. Before that I had written a history of institutional psychiatry in the United States, published by the University of Columbia Press, so my concern with public institutions and social problems goes back for some years.

Let me first take up the institutions for juvenile delinquents, which today house about 30,000 children with a ratio of some four boys for every girl. That represents an increase of nearly 30 percent in reform school population during the past 5 or 6 years. I should make it clear that my own survey was conducted over the period 1946-49. I personally visited about 15 State training schools for boys and girls in 8 States and the District of Columbia, together with an equal number of private institutions. I interviewed nearly all the leaders in the field from coast to coast, and consulted a large number of institutional reports and other documents. I have revisited several of the institutions since, and kept a close touch with leaders in the field. There have been changes in the past years, mostly for the better, in some places for the worse, but I am assured by leading experts that I have consulted that the basic patterns existing when I made my survey are essentially the same today. Since more than 90 percent of institutional delinquents are in public training schools, I will confine my observations to these, excluding the private institutions.

I found several good institutions. I found many good people struggling against indifference and penury to develop good programs, among them Raphael Farrell of Red Wing, Minn., who follows me as a witness today. In some cases, there were saintlike characters in positions high and low who were affording children with good examples and giving them new hope and inspiration. But in general, I was appalled by what I found. The good I deemed to be only what one had a right to expect in the world's wealthiest democracy. The bad was inconsistent with a progressive republic's duty to itself and its children. The very bad, which one encountered too often, was intolerable by any modern standard. I found that too many of our training schools were training children not so much for futures as law-abiding citizens as for criminal careers. In many cases they were learning more from their crimewise older peers than they were from their adult mentors. In one training school I visited, a boy about to leave was asked what he had learned there. "I learned to pick a lock four ways," he promptly replied.

There persists today in most of our institutions for juvenile delinquents what might be called the seven deadly sins of reform schools—regimentation, mass handling, monotony, cruel and unusual punishments, political influences, underpaid and overworked staffs, and public niggardliness and neglect.

Some institutions are free of some of these deadly sins, bedeviled by others. Very few are free from all.

Too many are still characterized by the ugly, antidemocratic blight of regimentation. You see children handled like so many robots—marching to and from school, to and from play—such as it is—to and from dining halls, to and from sleeping dormitories, and even to and from toilet. Some of our reform schools still operate along military lines. Some people seem to think this is good, instilling needed discipline in unruly children. Actually, it has a robotizing effect, tending to inculcate a mechanical conformity when it does not stimulate rebellious reactions, and is incompatible with the concept of healthy discipline in the normal community to which the child is to be returned.

Mass handling is closely allied to the first deadly sin. True it is that some mass handling is unavoidable in any institutional setting. But in too many of our reform schools, where children eat, sleep, play, learn incessantly in groups, around the clock, day in and day out, the lack of the fundamental right to privacy strikes the observer as one of the most tragic aspects of institutional life.

Harsh and prolonged whippings, sometimes administered to older boys in public assemblies, constitute only one of the many cruel and unusual punishments in public training schools. I recall one superintendent telling me, with a broad grin, that whipping for infractions was his idea of applied psychology. The same superintendent, now happily returned to the dairy business he managed before he got the training-school job as a political plum, insisted that his institution had a homelike atmosphere, since a poll had shown that the great majority of his charges had experienced whippings at home. It never occurred to this gentleman—as it doesn't to those who cry "back to the woodshed"—that his own statistics showed the futility of corporal punishment as a deterrent to the kind of behavior that leads children to reform schools. In some States that prohibited corporal punishment by statute, I found methods of exquisite torture as cruel as they were subtle. In my rounds I became acquainted with reform school slang for penal methods I had never heard of before. Here is part of the newer lexicon:

Duck walking.—Where the offending child was forced to waddle around the room for a certain period, or until he fell over, holding his ankles with his hands. In Indiana this was called the "Indiana Duck Walk."

The squats.—Deep-knee bending for a specified period or number of times; in one institution punishment would run as high as 5,000 squats, worked out in intermittent sessions to prevent collapse.

Standing on line.—A very common form of punishment, wherein the disciplined child was made to stand straight in a certain spot in absolute silence, sometimes for hours. A variation of this punishment was stargazing, where the child had to keep his eyes toward the ceiling, and brick counting, where he had to stand erect with his nose touching the wall.

Rice polishing.—Wherein the boy was forced to crawl on his knees across a floor strewn with rice grains until bleeding started or until the disciplinarian was satisfied that suffering was intense enough.

The sticks.—Shaving the heads of returned runaways or other offenders as a symbol of humiliation.

Walking posts.—Marching between or around posts continuously for a prescribed number of hours, sometimes with heavy packs on the back.

Runaway pills.—Dosing captured runaways with laxatives to "help them run."

At the Illinois State Training School for Boys at St. Charles, I found an excruciating form of physical punishment given the euphemism of "hydrotherapy"—whereby boys were taken down to the basement of the disciplinary cottage, stripped naked, handcuffed or tied to a post, after which a stream of chilling water was played on their backs with a high-pressure fire hose. This was hydrotherapy at St. Charles until Charles Leonard, now of the committee staff, put an end to it when he was made superintendent of the institution.

Far worse than corporal punishment, too, are the bloodless brutalities still imposed on refractory inmates or pupils of training schools for girls. Long periods of solitary confinement, sometimes lasting months, the cropping of hair and even the shaving of heads, prolonged periods of absolute silence—these were some of the types of discipline I found.

State after State has taken politics out of its child-caring institutions, but it still persists in some. You find high-type professionals at the head of some institutions, but you are also apt to find men who were traveling salesmen, professional soldiers, dairy farmers, and accountants before they received appointments as institutional executives as rewards for political loyalty. Nobody would think of putting a man in charge of a piggery unless he knew something about pigs, but no compunction is shown in some States in placing a man in charge of an institution for socially and emotionally sick children when he knows nothing about child rearing but happens to wear the proper political tag.

I cannot praise highly enough the surprisingly large number of dedicated workers on the staffs of many institutions for child delinquents, who toil grimly and unremittingly in spite of poor living conditions, poor working conditions, and poor recompense. But there are too many workers untrained and unfit for their tasks, men and women who actually hate or fear the children they are supposed to help rehabilitate, who are demoralized, cynical, punitive, alcoholic—many of them broken derelicts in flight from the normal community. Such people are bound to set poor examples for children in trouble, children who need support and inspiration. People like Skip McGinnis, the understanding, dedicated guidance supervisor at Raphael Farrell's institution, are all too rare. There will be no abundance of good men and women so long as the present policies of penny-pinching in appropriations for our public child-caring institutions continue in general vogue. We will never attract enough trained and competent

staff members as long as institutions lack adequate community support and understanding of their real purpose—to rehabilitate and reform children in trouble, not to repress and deform them.

There is no such thing as a "model" training school for juvenile delinquents in our time. Many institutions that started as "models" quickly deteriorated into institutional slums. We do have some juvenile institutions that have adequate standards. Richard Clendenen, now director of your committee's staff, who has more first-hand knowledge of juvenile training schools than any other American, has played a leading role, along with his former colleagues in the Children's Bureau, in setting up reform school standards. Corporal punishment should be abolished everywhere. So should the subtle forms of cruel and unusual punishments be abandoned. Our institutions generally need better and more varied food, less regimentation and more individualized treatment, less mass custody and a more homelike atmosphere, closer and more continuous contact with the normal community in place of institutional isolation, better schooling in place of the third-rate educational programs that characterize most reform schools, and, above all, more qualified personnel—people chosen for their special skills, knowledge, and attitudes, people possessing a genuine love for children. We need institutions that are run for the children, not the other way around.

I strongly urge a program of Federal aid for recruiting and training qualified institutional personnel, and for research in patterns of juvenile delinquency that could be conducted in training schools, thus attracting high-caliber students of human behavior.

But even if all our public institutions for juvenile delinquents were raised to optimum standards, they could not constitute a fundamental answer to the delinquency problem. That fundamental solution must be sought in the community from which the children come and to which they eventually return. The good training schools play an important role in aiding reformation as the bad ones do in accelerating deformation, but they are at best links in the developmental chain that forms a child's destiny. For, as this committee knows, there are many, many factors that go into the making of delinquents and nondelinquents. Not the least among these are our law enforcement agencies and officers, especially as they operate in high-delinquency areas.

It is astonishing how the role of the police in controlling juvenile delinquency has been generally undervalued in literary and verbal discussions. Sociologists specializing in the field tend to pass over this aspect fleetingly with negative references to the "police attitude," generally equated with punitive and obsolescent approaches to child delinquency. Undermanned, untrained, and harassed police systems traditionally have been too busy trying to catch criminals to give extended thought to the possibilities of preventing crime.

Yet no one would deny that the police form a first line of defense in the community against juvenile delinquency. Their contact with the problem is most immediate and most continuous. About 1 million children a year come into contact with the police for some alleged offense; only 1 out of 4 of these finds his or her way to the juvenile court. The rest are disposed of by "street-corner justice" administered by the cop on the beat, or else referred to a community other than the court.

As indicated earlier, I have just concluded for Collier's magazine, a journalistic survey of American police problems, one aspect of which deals with the development of police officers specializing in juvenile delinquency. In the course of this investigation, I talked to many law enforcement experts and executives, to juvenile police officers in eight cities, and visited the Delinquency Control Institute at the University of Southern California—the only educational institution devoted exclusively to training police officers in this special field.

Police work, as you know, is becoming increasingly specialized, along with most professions. During the past generation there has been a proliferation of police specialties stemming from the old cop on the beat. Today we have policemen who specialize in investigatory work, then we have a breakdown of types of investigation, and we have some assigned to crime laboratories operated by police laboratories; we have traffic police and vice squads and narcotics squads and special intelligence units, motorized police and even airplane cops. One of the latest specialties is juvenile police working exclusively or mainly with children who come into conflict with the law. Some 300 police departments have officers specializing exclusively or mainly in handling juvenile delinquents. A recent survey shows there are now some 1,500 police officers working full-time or part-time in this special field. The largest juvenile unit in a police depart-

ment, the Juvenile Aid Bureau in New York City—has 200 men and women officers assigned full time to this duty.

This development represents two slow, steady, and very significant trends in modern American police work. The first is the trend toward professionalization. The second is the trend toward greater attention to the prevention of crime as distinguished from the traditional concentration on apprehending criminals. It has been my good fortune to be in close contact with the great pioneer in both fields, August Vollmer, the father of modern American police science, who was the police chief of Berkeley, Calif., for more than a quarter-century and served as president of the International Association for Chiefs of Police. He is known as America's greatest cop and as the policeman's policeman. He revolutionized the arts of criminal investigation and identification, introduced the *modus operandi* file system, and pioneered in the motorization of police and the use of radio communications. But his greatest concern was with the prevention of adult crime through the control of juvenile delinquency. Vollmer used to tell all police rookies:

"Your main job as a cop on the beat is not to make a lot of arrests but to help prevent crime. The best way to do this is to start with the children. Make friends with them. Guide them toward law-abiding citizenship. Show them that the law is their friend, not their enemy."

Thirty-five years ago, Chief Vollmer took the lead in establishing America's first community coordinating council, wherein the police joined with the schools and social agencies in joint planning and attack against juvenile delinquency.

An increasing number of police administrators are following the trails blazed by Vollmer. The IACP has strongly recommended the establishing of juvenile units in all police departments large enough to specialize. Police Chief John W. Polcyn, of Milwaukee, Wis., puts the case bluntly:

"The old methods of so-called stern justice and discipline—the strict and hard-boiled, gruff and growling youth-chasing policemen—have failed. The old police insistence on a pound of flesh for juvenile misconduct, bawling juveniles out and locking them up, have not accomplished any favorable results. Rather, have they developed fear and hatred toward police among youth and have, indeed, tended to increase juvenile crime."

Similarly, Police Chief Thomas R. Jones of Minneapolis tells his officers:

"Your approach to the juvenile in your work and in your neighborhood can often mean the difference between a future good citizen and a confirmed cop-hater. Let's not kid ourselves—there are bad boys and girls. But no damning on your part is going to change them one iota. On the other hand, a friendly approach in your contact with kids may cause them to see you as an interested human being, one who is only doing his duty as a hired referee in this game of life. You can, as an interested person, help juveniles to useful adulthood by trying to understand their problems, looking back to your own formative years and acting as you then wanted adults to act toward you."

The cop on the beat still stands in the frontline in the campaign against child delinquency. Always, there have been many foot policemen who knew intuitively how to handle children and who, although untrained, often did a better job of nipping delinquency in the bud than most of our supertrained welfare workers. But there still are too many who hold to the old "be tough, treat them rough" school of punitive police. The new trend is spreading through many police systems in the newer knowledge of child behavior, of the emotional and environmental roots of crime, of broader community problems involved in the delinquency question, and of better methods toward its ultimate solution.

Behind the foot cop, in an increasing number of police departments, is the special juvenile unit which, in relation to the size and orientation of the force, perform one or more, sometimes all of these functions: handles children picked up or reported by other policemen; investigates cases of children about whose misbehavior complaints have been received from parents, teachers, neighbors et al.; patrols bars, poolrooms, dancehalls, and other places that may be breeding grounds for delinquency; investigates cases of adults who allegedly contribute to the delinquency of minors; conducts educational programs among fellow officers and in the community at large, and cooperated with social agencies in the prevention and control of child delinquency.

A number of police departments, large and small, conduct special recreational programs for children and youth, especially in underprivileged areas, ranging from a 1-day outing to the million-dollar year-round program of varied activities operated by the New York City Police Athletic League.

Many social agencies look askance at these recreational activities of police departments, regarding them as "invasions" of their territories. Yet the fact

remains that, while some police officials tend to exaggerate the effectiveness of recreation, a check on juvenile delinquency, the expanding social role of the police in the community makes such active participation inevitable and, in the long run, socially beneficial. Some social workers assume contradictory roles when they urge the police to adopt "preventive" attitudes instead of the old "punitive" ones and then insist on restricting the police to the traditional role of apprehension and referral.

The infant profession of juvenile police does not grow without difficulties and handicaps. Too many of our juvenile police units are used as dumping grounds for superannuated beat cops and others lacking special skills or training. One police chief explained his choice of a head of the juvenile unit in these words: "Why, he's a father himself. He has three kids. He ought to know how to handle children." Too many juvenile officers, recruited from the reservoir of general policemen, bring in obsolescent attitudes and methods, rigidly closing their minds against modern knowledge of child behavior and personality formation. They tend to oversimplify complex problems of child-adult relationships, and sometimes stumble into complicated family problems where their insistent oversimplification can only wreak havoc. They are too suspicious of other community agencies, and tend to handle situations alone that should be shared with other groups. Too often they rebuff the offers of cooperation advanced by social agencies, sometimes because their own lack of training makes them defensive toward what they call overeducated social workers.

Social workers, on their part, tend to feed police suspicion and hostility by overbearing and patronizing attitudes. They are too quick to accuse policemen of being "crime-centered" instead of "child-centered" without giving due consideration to the difficult problem of the practical cop in balancing public safety with the interests of the individual child.

However, my own survey convinced me that the police officers and the social workers are gradually bridging the gaps that divide them in theory and practice, and they are increasingly working together on common ground toward common purposes. The Conference on Police and Juvenile Delinquency held last summer at Lansing, Mich., under the joint auspices of the United States Children's Bureau and the International Association of Chiefs of Police symbolized this wholesome trend and laid a basis for more effective cooperation. The development of the Delinquency Control Institute at the University of Southern California for the training of law-enforcement officials in handling child offenders is another significant milestone along the road of prevention.

I see the development of police science toward a preventive role as paralleling in a sense the evolution of public health. The first public health officers had as their major task the quarantine of people suffering from infectious and contagious diseases. It is significant that their duties were spelled out first in what were known as the police laws. Gradually, public health developed to a point where it concentrated on preventing disease by broad attacks on the causes. They evolved from a repressive to a mainly preventive role. Similarly with the police. They are following the same pattern that led to the establishment of special courts for juveniles as a major step in socialized justice. It was inevitable, in the light of modern knowledge of human behavior, that the police would gradually assume a major role in the prevention of crime, with lessened emphasis on the impotent policy of repression and punishment.

I would like, in conclusion, to say a few words in defense of the American parent who has been grossly abused and accused as a major cause of juvenile delinquency by some police officials, along with others. We now know there is no single cause of delinquency, whether it be bad or inadequate parents or some other exclusive factor. We know that inadequate parents are usually shaped by the same social and environmental forces that shape inadequate and troublesome juveniles.

But, beyond that, I believe that the American parent has been scapegoated beyond the point of endurance by a great many superficial observers. As a journalist, I get around the country a good deal. I see some selfish, child-neglecting parents. But I am far more impressed with the overwhelming majority of parents who give children a better break than children ever got before, who make best-sellers of baby books in their eagerness to learn how to rear their children properly, who actively participate in parent-teacher groups to help their and other children get the benefits of improved schooling, who share their time and hobbies and general enjoyment of life with their children, who provide wholesome, democratic home settings where children are treated with love and respect without ignoring the need for intelligent discipline. As a student of our social history, I do not hesitate to express my opinion that the average American

parent is doing a better job of child-rearing than the parents of any previous generation. We live in a period of upheaval, of confusion and uncertainties. Complete security in such a world is impossible for the sanest of people. The insecurities rising from a world in chronic crisis are bound to leave their marks on all literate and feeling adults, and are inevitably transmitted in some measure to our children. Within these pressures imposed by the world of reality, the average American parent does a bang-up job and should be spared the unfounded accusations that add needlessly to his burdens of conscience and consciousness.

Never before has there been so broad and intensive a discussion of child problems, including delinquency, in our popular media of communication—news-papers, radio, books, television and the like. Your own investigation, enjoying such popular support, is a case in point. People, I believe, are beginning to realize that juvenile delinquency should not be regarded as a sporadic problem, rising and ebbing in distinct “waves.” It is a continuous problem that cannot and should not be isolated from the broader problems of social living. Too often in the past public interest in child delinquency has risen and fallen with the so-called crimewaves, leaving little mark of permanent improvement. If we appreciate the continuity of the problem, if we strive to understand and to grapple with fundamental causes, we can then apply fundamental methods of prevention, to the greater happiness of children and adults alike.

Mr. DEUTSCH. It is a great pleasure for me, Senator, to appear here to do what I can to help you in your great effort to find the causes and treatment and prevention of juvenile delinquency.

I will confine myself mainly in my testimony to two aspects of juvenile delinquency, the institutional aspect and the development of police handling of juvenile delinquents.

I had occasion to make two journalistic surveys on investigation problems, one on the State training schools on juvenile delinquents several years ago over a period of about 2 or 3 years, which I put into a book, *Our Rejected Children*, published in 1950.

More recently I have conducted a journalistic survey for *Collier's* magazine on police problems, including the problem of the handling of delinquents by police throughout the country in a series which will appear in a month or two.

On the training schools I had occasion to visit some 14 or 15 public training schools or reform schools, as they are popularly known, in the course of a survey in 1947 to 1950. I believe it was in some 8 States.

I chose generally the wealthiest States, the States of highest culture, to see how children in trouble were cared for in institutions.

What I found at the time shocked me greatly. In the course of this investigation I consulted with nearly all of the leading authorities in the field of institutional treatment of juvenile delinquents throughout the country and I say that although I was prepared for some defects in these training schools, I was appalled by what I had seen.

I found some institutions that were good, a couple that were very good, some that were bad, and some that were very bad.

The good I found only what one has a right to expect in a wealthy democracy such as ours.

The bad was inexcusable and the very bad I thought was intolerable.

I must say there were exceptions, but I found in most cases our training schools for juvenile delinquents were suffering from the seven deadly sins; namely, as I saw them, regimentation, mass handling, monotony, cruel and unusual punishments, political influence, underpaid and overworked staffs, and public niggardliness and neglect.

The CHAIRMAN. Would you describe some of this cruel and unusual punishment?

Mr. DEUTSCH. Yes, I would be very pleased to.

I was surprised to find in this enlightened age that in a number of States we still had on our statute books statutes permitting the whipping of children in the child-care institutions. Whipping was bad enough, I thought, and I remember an incident at the Indiana State Training School when I visited it. The superintendent who showed me the paddle that he used when he was whipping the boys when he was intransigent said:

This place is just like a home because we took a poll of our boys and we found that something like 90 percent of them had been whipped at home. We are doing no more here than they got at home.

The thought never occurred to this gentleman to realize that the fact that 90 percent of these boys came from homes where they were whipped was one indication of the fact that corporal punishment is never a deterrent to juvenile delinquency.

Most of our psychologists and sociologists, who observed the effects of corporal punishment both at home and in institutions where it is much worse, have testified to the effect that it is not deterrent, and enlightened observation convinces most of us that corporal punishment should be abolished from our institutions.

But even worse than the whipping were the unusual types of punishment, the subtle types of punishment, punishments I never heard of before, that I encountered. I never knew of this thing called duck walking. Duck walking is the type of punishment where a boy is forced to grasp his ankles with his hands and waddle across a room for a stated period of time, or until he falls exhausted.

I never knew what walking posts was until I came to some of these institutions and found that meant making a boy walk around posts for hours at a time, sometimes with heavy packs on his back.

I never knew what a burlap party was until I came to the Illinois State Training School for Boys and found that a burlap party is where they send children in a disciplinary cottage down into the basement which they had flooded with water and then had them sop up this water with burlap bags until the floor was then dry again.

I never knew what hydrotherapy was as applied to juvenile delinquents until I went to this same institution, the Illinois State Training School for Boys and found that they were taking refractory boys in a disciplinary cottage down into the basement, stripping them naked, tying them or handcuffing them to a post, sometimes 4 or 5 or 6 at a time, and then playing a high pressure fire hose of chilling water down their spine.

The CHAIRMAN. How recently was this?

Mr. DEUTSCH. This was in 1947 or 1948. I am glad to say in that instance the superintendent was replaced by a young man, Charles Leonard, who I understand is now a member of your staff.

Charles Leonard put a quick end to that form of punishment, along with all of the other unusual forms of punishment at Saint Charles Training School in Illinois.

Incidentally, I might say that was the only place I found the fire-hose treatment, which was called clinical hydrotherapy in many of the institutions I visited.

I did not know what runaway pills were until I found they were laxatives given to the boys who had run away and been captured and taken back, and they gave them these laxatives, as they explained laughingly, to "help them run some more."

Even worse than these punishments, too, were these bloodless brutalities.

The CHAIRMAN. This entire survey took place in 1947?

Mr. DEUTSCH. To about 1950. I should say I have been in constant touch with the field, with people in the field since then, and in many of these places there have been improvements, both on the corporal punishment side and in general treatment.

But I am assured by experts whose opinion I value, who have been in contemporary touch with the situation, that basically the situation in our training schools where we have 30,000 boys and girls now, is essentially the same.

I should say these are public training schools.

In a private training school, because of the better opportunities for selecting pupils, generally conditions are much better than in our public schools.

On the other hand, the very great majority of boy and girl delinquents who are institutionalized, are institutionalized in these public schools. I think out of 30,000 I would guess roughly about 27,500 are in public training schools.

One more form of unusual punishment I found was rice polishing, where refractory boys were made to get down on their knees and walk on their knees across the floors on which rice grains had been placed. The friction of their knees against these rice grains produced bloody knees. They were made to do that for a certain period of time or until the disciplinarian was satisfied that they had had enough.

I feel very strongly that these types of unusual punishment have no place even in an adult prison, much less in a juvenile institution.

Along with these unusual and cruel punishments I thought that the worst aspect of most of these training schools was the regimentation, the mass handling and the monotony.

And, gentlemen, I am concerned when I hear that the institutional population in training schools has gone up from 23,000 in 1947 and 1948, to 30,000, a rise of something like 30 percent in the training school population.

Now, through the last two generations the leaders in this field have insisted that we cannot rehabilitate delinquent children in mass institutions, that you cannot give them individualized treatment in institutions where you have 300 and 400 and 500 children.

I am aghast to learn that 1 institution today has 800 children. It had something like 700 when I visited it in 1948. That is the Ohio State Training School at Lancaster, Ohio.

Some institutions are approaching the thousand-boy level. We have been trying to get away from these custodial mass institutions where individualized treatment is impossible and yet the increase in our child population and the resulting increase in juvenile delinquency is bringing more and more children into already overcrowded institutions.

I am more convinced now than I was 5 years ago that under such conditions these institutions cannot be reformed, they can only further deform the children that come within their precincts.

I thought a significant incident was that of a boy in an institution I visited who was about to be discharged, and he was asked by the superintendent what he had learned in this institution. He said, "I have learned to pick a lock four ways."

Where you have no individualized treatment, where you have underpaid or undertrained or overworked staffs who can't give the kids the attention they need, the kids go to their peers and they learn far more from the older delinquents they are thrown with than they do from the adults who are supposed to rehabilitate them.

Gentlemen, I am convinced myself that in most cases under present conditions in most of our institutions, it would be far better to take a chance of leaving the kid in his own home than to send him to an institution where all he could learn or all he could develop was further learning in the methods of crime.

The CHAIRMAN. The Chair was about to ask you what you would substitute for these institutions. That is your answer, is it?

Mr. DEUTSCH. At the present time, rather than send them to the growing mass custodial institutions, I would prefer to have them at home, or in foster homes, of course, which is a far better bet than an institution.

A good foster home is better than an institution. On the other hand, there is no reason why an enlightened citizenry and enlightened legislatures cannot break down these mass custodial institutions into the small schools that all of the enlightened people in this field have been praying and hoping for, small schools where individualized treatment is possible, perhaps not more than a hundred children in the institution, such as we have in some of our private training schools, where you have a staff that is professional, with a psychiatrist, social workers, trained people in handling children, instead of the people you see in many of these institutions today, many of them fugitives from the normal community themselves.

That is what we need in place of these mass institutions.

I could not stress strongly enough my own feelings that that is a major solution to the institutional problem as it exists today. I visited Raphael Farrell's Red Wing Training School in Minnesota. It was one of the good institutions as I wrote in my book, where I found people like Skip McGinnis, the guidance counselor, who was then at Mr. Farrell's school, a man who had been relatively untrained, but who had an intuitive feeling for children and knew how to handle them, who won the trust of kids and earned the trust of kids and was doing a fine job.

The CHAIRMAN. In that particular institution were those children all delinquents, or had they been delinquents?

Mr. DEUTSCH. Yes, they had been delinquents.

I think that training is necessary, but along with training must be this warmth for human beings.

I found, in many of these institutions, trained and untrained people alike who not only had no feeling for children, but actually had a hostility toward them, people who hated and feared these kids they worked with, and how could you rehabilitate children in environments where they moved among adults who hated them, among adults in many cases who were drunkards, who were gamblers, who cursed at the kids, who beat them unfairly.

We were putting these kids only in an environment that could further warp their minds.

The CHAIRMAN. Are you referring now to the people on the staff?

Mr. DEUTSCH. On the staff. Many of these institutions because of the pay they get, with the lack of incentives—pay is not all. Some-

times you see these staffs living themselves in slum environment, crowded together without any privacy, working 6 and 7 days a week in some instances, long hours, isolated from the normal community and without any special recreational facilities.

The CHAIRMAN. Did you visit the institutions here in the Nation's Capital?

Mr. DEUTSCH. I visited the National Training School in Washington, the Federal school.

The CHAIRMAN. That was the only institution?

Mr. DEUTSCH. That was the only institution in Washington where the reverse was true, incidentally. Instead of being isolated from the community, it was a little bit too close to the normal community.

If I may say a word about the National Training School, the impression I got was that it was most unfortunate that we draw children 2,000 and 3,000 miles, 1,000, 2,000, 3,000 miles from their homes and bring them to an institution so removed from their friends and relatives and their parents. No matter how good the institution is, you are taking these kids out of their own communities, out of contact with their own communities, and you are removing them for a period of 1 year, 2 years, or 3 years into a more or less artificial environment out of contact with their people, because the distance is too great to permit most families to visit their children regularly. That is one unfortunate aspect.

The CHAIRMAN. Are most of the children there from far parts of the country?

Mr. DEUTSCH. I don't remember what the percentage averaged. There are quite a number from this area. But there are a lot of kids who are there under the Dyer Act. I think the majority of the children outside of Washington are there under the Dyer Act, as you know, taking an automobile.

Mr. BEASER. Mr. Deutsch, what would be the alternative to sending the children to the National Training School?

Mr. DEUTSCH. That is a long-term problem. I would rather have them in a National Training School than some of these State training schools I have seen.

But it all points up the fact that we have to have more facilities in a community.

There again I would say that a more intensified search for good foster homes for most of these kids who don't have to be institutionalized and who are institutionalized only because there is no place for them, and their home is not wholesome for a lot of these kids, and then bring up these State training schools, wherever you have them, county and local training schools to a point where the Federal Government can put these kids into their community training schools instead of having them travel all the way to Washington.

Mr. BEASER. Mr. Deutsch, do you feel it is better or worse for a child to be transported 3,000 or 2,000 miles to the National Training School, or to be put in one of these institutions you are talking about in the State that does not quite measure up to standards?

Mr. DEUTSCH. You are posing a choice between two evils.

That would be a hard choice to make. Personally, I feel that a lot of these kids that are institutionalized should not be institutionalized. If we had better facilities in communities, they need not be institutionalized.

I will say that in most cases, in spite of this defect in the National Training School, I would say yes, send them to the National Training School. Something like 30 to 40 percent of our kids, juvenile delinquents who are sent to these training schools, are in need of some type of psychiatric treatment.

Senator HENNINGS. Mr. Deutsch, I have read some book by you, have I not? Have you written a book?

Mr. DEUTSCH. I have written several. Our Rejected Children, was the one that dealt with this particular problem.

Senator HENNINGS. That is the one I read. I have read a good many books on this subject. I remember your book very well.

Mr. DEUTSCH. I am very pleased to hear that, of course.

One of the great lacks in most of these institutions, and it is quite a problem, I must say, is the lack of psychiatric help. Now, I don't see any panacea in psychiatry in the whole field of juvenile delinquency. My own feeling is very strongly that it is unwholesome social conditions rather than unhealthy personality conditions that contribute mostly to the juvenile delinquency that comes into our courts and ultimately into our training schools, or reform schools.

However, there is a large percentage of these kids who, because of their environment, whether it is family environment or environment of slums, have developed warped personalities and require some form of psychiatric treatment.

One of the things that impressed me in some of the training schools that had psychiatry was that people said, "Well, we have a psychiatrist in this institution," and one found that the psychiatrist was so busy providing general medical care for a population of three or four hundred kids—because generally the psychiatrist is also the general physician in the institution—he was spending most of his time giving general medical care, pills and stuff like that, or diagnosing and classifying the pupils or inmates, that he had almost no time for treatment.

It was a mockery to say that because of the psychiatrist in this school the kids were getting psychiatric attention.

Also, the caliber of some of these psychiatrists was very low.

Senator HENNINGS. I have been visiting a good many of the Federal penal institutions, reformatories and penitentiaries, and in many of them, as you know, they have competent and highly trained psychiatrists and in others we have physicians who have read widely and who have studied psychiatry, but as such are not admitted to the specialized field of psychiatry. Most of those men tell me they do the best they can, bearing in mind the caseload, bearing in mind the overpopulated conditions in the institution, whether reformatory or penitentiary, but there is no opportunity for real psychotherapy; they cannot undertake to do anything about the individual really except to give them the most meager and superficial sort of treatment or classification.

Psychotherapy, as I understand it, is the intensive individual treatment as applied to the individual, is it not?

Mr. DEUTSCH. That is right.

Senator HENNINGS. What is your feeling about the so-called group therapy as has been attempted in many of the institutions, and I understand is working successfully in other places, in the State prison, in your own State, Mr. Chairman, in Trenton?

How about the group therapy as opposed, or in lieu of, I might say, individual treatment? Do you find that group therapy is pretty effective?

Mr. DEUTSCH. Yes, I would agree with you on your observation, Senator, that group therapy is one of the most promising developments in institutions, not only institutions for delinquents and criminals, but institutions for the mentally ill.

We are so short of psychiatrists all over the country in every phase of living where some psychiatric help is required, that it is illogical to talk about complete psychoanalysis in any setting for most people, whether they are in a normal community or in some institution.

Senator HENNINGS. These psychiatrists also tell me, if I may interject at this point, that the Park Avenue \$50-an-hour psychiatrist has just about drained the available men away from the institutions and it takes really a dedicated man, one who is completely imbued with a high sense of social responsibility and professional duty, to remain in these institutions under the great handicaps which are implicit in the jobs they are trying to do under the conditions and the meager salaries.

We know that the field is likely to be preempted in many places and in many respects by the charlatans because of the luxury, so to speak, of psychiatric treatment and the kind of people who get psychotherapy and who can afford it are not only the ones who need it most, they luxuriate in it, so to speak.

Mr. DEUTSCH. That is right. What an irony it is in our society that because psychiatrists for the most part are subject to the same incentives that most of us are and go generally where money and prominence are, they concentrate in our large cities. Because of the terrible shortage the only ones who can afford to pay it on an individual psychoanalytical basis are rich people, many of whom are of dubious use in our society.

Senator HENNINGS. You mean they toil not, neither do they spin?

Mr. DEUTSCH. That is it. The society crowd has garnered a great percentage of our Park Avenue psychoanalysts.

I think all the more credit, as you indicated, all the more credit goes to those good psychiatrists and those good psychologists, and I think of two, Dr. Fritz Redl at the Institute of Mental Health, and Dr. Bruno Bettelheim, at Chicago, who could go out and make fortunes for themselves and do child psychoanalysis in a community and instead, because they are given research opportunities and they are given opportunities as scientists, remain in areas where they work with these kids, where they try to find out what makes these children behave as they do, where they are doing a wonderful service for the community because they are given a chance to serve as scientists.

One of the problems in our training schools is that the incentives for good professionals are so poor today. It is almost impossible in many of these places, because of the exigencies of day-to-day pressures, for professionals to go in and do a professional job and also get a chance at research in human behavior which always attracts the best in any field where they do get a chance to find out about things, to use their scientific curiosity.

We are not giving them a chance to do that.

The CHAIRMAN. We have had an abundance of testimony before this subcommittee on this phase of the problem.

In your statement you referred to political influences in these institutions. What sort of political influences did you find when you made this survey? You numbered political influence as one of those things that had a very serious effect.

Mr. DEUTSCH. It was a very serious situation. In some of these schools, every time there was a change in the political fortunes of the State, where a new party came into power, there was what they called a changing of the guard in the whole institution. The superintendent would be thrown out of his job because he happened to be a Democrat or Republican and a Republican or Democratic administration had come in.

In many cases good men go by the boards because of a change in political fortunes.

I was surprised to find in many of these institutions——

The CHAIRMAN. These were State institutions?

Mr. DEUTSCH. State institutions, yes.

The CHAIRMAN. Were not these people under civil service?

Mr. DEUTSCH. Not the superintendents and in many cases not the administrative staff in these institutions. In some cases hardly anybody at all was under civil service.

So the lesser jobs went to real down-at-the-heel wardheelers in the cities who could not get a job at anything else and they were sent into these institutions because they had done a job for the party and they found undertakers, dairymen, traveling salesmen and everybody but people who had worked with kids and who had been trained to work with kids.

I thought that was the most scandalous thing, to make these kids pawns of political partisanship.

I must say this, that it is gratifying to note that there is less and less of it every year. There is more and more community understanding of the fact that we must take these institutions along with all other public institutions. I mean take mental State hospitals, prisons, and State training schools, out of politics and put them in the hands of professional people who are guaranteed continuity as long as they do a good job and are not buffeted about by varying political fortune.

I would put that as a primary problem in this whole field.

Finally, on the seven deadly sins, since I have mentioned public niggardliness and neglect, we tell kids, "We are putting you away". The judge says "We are putting you away in an institution."

We put them away out of the community, out of sight and in many cases, out of mind, and then they come back as hardened delinquents and later as hardened criminals to prey on the general community, costing us ever so much in economic cost and human cost as adult criminals, because we put them away instead of doing something for them when they were kids.

Beyond that and one of the most shocking things I found was that where there were good institutional leaders who were trying to do a rehabilitative job with kids, whenever you try to rehabilitate kids you must take risks with them. There would be a risk of letting a kid run away instead of pinning him in a cell.

I had occasion to do a survey of mental hospitals, too, and I found many areas of similarity in these things.

And in the mental hospitals, the good superintendent said:

Well, we are going to have a certain number of suicides, because we are letting these patients free in the wards. We know that some of them are disturbed. We know some are suicidal. We don't know exactly which ones are suicidal. When we do, we pay attention to them.

The CHAIRMAN. You are talking about institutions?

Mr. DEUTSCH. Mental hospitals. So they take calculated risks in order not to pen up a whole institutional population so they can have a clean suicidal record.

Similarly with the training schools, your insecure, poor, unimaginative superintendent will find ways and means of locking those kids up so that none of them escape. The good superintendent will take a calculated risk even at the risk of losing his job and reputation and taking a chance with an occasional runaway.

One of the problems of course is that the surrounding community works up hostility against these progressive institutions which are permissive more or less with their kids, who give them a chance at freedoms in order to develop them not to adjust to an institution but to adjust to a free democratic community on the outside.

You do not adjust, you do not get kids to adjust to a free democratic community by keeping them locked up day in and day out, night in and night out. So some of these kids may run into a community and may occasionally break into a house and steal; the community gets up in arms, "We want a higher fence," things like that.

This is one of the big problems that face the progressive superintendent in so many of our institutions. That is where we have to give 100 percent backing to the superintendent who will take a chance with an occasional runaway, and try to help the superintendent in educating the surrounding community to accept this as the risk which will pay off later in lessened adult crime.

I think that is one of the big problems of these institutions.

Senator HENNINGS. We find that in the Federal system most of the prisons and reformatories have what they call honor farms where the boys who are, for various reasons, considered to be most worthy of the opportunity of completely unrestrained living are given an opportunity to go to these farms in many of the minimum custody institutions where there is really every opportunity to escape. I have found in my visits to these various places a really surprising record of failure to attempt to escape.

Mr. DEUTSCH. I suppose you are referring particularly to Cedarvale.

Senator HENNINGS. That is one place, and El Reno in Oklahoma, and all of the honor farms. Texarkana is another where the least restraint rather than breed a looseness about an institution or general laxity, seems to result in a better ordered institution with far less tension, far less feeling of impending trouble such as riots or disorder, and certainly it does much for the rehabilitation of men.

If we are going to ask them to live in a world we have to prepare them to live in that world as quickly as we can.

Mr. DEUTSCH. Certainly. That is one of the great lessons you get in these adult prisons, too. I did visit the open prison at Chino and the State prison in California, and Cedarvale in Texas. I was greatly impressed, as you were, by this effective system of trust where you do

get some failures but in general you do rehabilitate these men for life in a normal community as citizens.

The CHAIRMAN. What applies in this field to the adult will apply to the juvenile as well, will it not?

Mr. DEUTSCH. Certainly, doubly so.

Now if I may, I will go to the police part.

The CHAIRMAN. Before you do, Mr. Deutsch, have you any specific recommendations that you would make, as a result of your surveys, to this subcommittee which will help us carry out through legislative procedures or any other method, suitable reform?

Mr. DEUTSCH. One thing I would most strongly recommend, and I don't know if there is a bill before the Congress now to this effect. I know in past years there have been some bills for Federal grant-in-aid, for training and research in institutions for juvenile delinquents. We cannot talk about having professional people because we just have not got enough, even if the conditions were the best in these institutions, we have not enough. This field is another field. We have to train more good people. Also we have to provide incentives in those institutions for good people to go to them.

One of the finest incentives I know of in any field whether it be in health, welfare, or criminology for attracting good people is to give them a chance for research. Good people through all these fields have a burning curiosity to learn more and where there are places where they can learn more about what they are trying to do, especially when that involves human beings, you will find them coming at great sacrifice very frequently to themselves. So I think research is almost a primary requisite in these institutions for attracting the people.

The Nation at large of course gains immeasurably by helping to train people and to give them research opportunities in this field which creates such devastation in our social life.

There is no bill before Congress now, but I certainly would like to see a bill introduced and passed toward Federal grants-in-aid, probably through the Children's Bureau as you do in the health field, and so many of the other welfare fields. Grants-in-aid for training and research in institutionalizing of juvenile delinquents.

The CHAIRMAN. Was it your experience in your visits to these institutions that for the most part they needed additional appropriation?

Mr. DEUTSCH. Certainly.

Senator HENNINGS. Did you ever see one that did not?

Mr. DEUTSCH. I was about to say that.

Senator HENNINGS. There are not any, I am satisfied.

Mr. DEUTSCH. Frankly, I cannot understand how civilized people that spend \$9 billion in liquor and something like \$5.5 billion in cigarettes get so panicky when you talk about increasing appropriations for kids who are in terrible need and talk about the fact that we have so many taxes already when we squander so much money on these things. I am no bluenose. I drink and smoke, myself, but we are spending these tremendous sums, \$14.5 billion, in liquor and in cigarettes, and then become queasy when it comes to adding a few million dollars to our tax bill for bringing up our children so that they can live more happily in a decent society.

Senator HENNINGS. Is the figure \$14.5 billion?

Mr. DEUTSCH. That was the 1952 expenditure. It is probably greater in 1953.

The CHAIRMAN. Now, you were going to turn to your other field.

Mr. DEUTSCH. If I may.

The CHAIRMAN. Yes, you may proceed.

Mr. DEUTSCH. Recently, as I said before, I had occasion to make a journalistic survey—I stress the point it was a “journalistic survey”—of police problems in this country. An article I have done on the police handling of juvenile delinquency will be published in Collier’s in the next month or two. I talked to a great many people in the field, visited about a dozen citizens, and talked to the juvenile authorities in about half of these cities from coast to coast. I was greatly impressed by this development which I think is of great significance, of a new speciality in our police force known as the juvenile policeman or the juvenile policewoman.

As you know, gentlemen, the police, as in every other occupation and profession in our time, is becoming more and more specialized. We have specialities broken down into criminal investigation, vice squads, traffic squads, and now in increasing number of juvenile squads.

The CHAIRMAN. I am going to turn the Chair over to Senator Hennings, because I have an Armed Services Committee hearing. I will return just as soon as I finish that business.

Mr. DEUTSCH. Certainly.

Senator HENNINGS. Mr. Deutsch, after consulting with counsel and in view of the fact that we have your statement in the record and you will be available here in Washington—I know that I for one would like to consult with you further individually at your convenience about many of these problems—I was going to say, without undertaking to suggest that you present anything that you consider important. On the other hand, we have many, many witnesses. I would like to talk to you all day and maybe the rest of the week. I am not suggesting that you are prolix, or that you have too many words. The difficulty is that we have many, many witnesses, unfortunately, and fortunately too, who have come here today and our one difficulty is sufficient time to hear from all of them. So, bearing that in mind—and I am sure you understand the spirit in which I am undertaking to suggest this—if you would highlight as best you can what you would like to say, we will try not to interrupt you, as much of the time has been taken by questions. I appreciate that fully. So we will let you say what you have to say so well in your own way. Please proceed.

Mr. DEUTSCH. I will let my statement on juvenile police standards simply summarize very briefly my main point about the juvenile police. We have been 50 years forwarding what Dean Roscoe Pound called socialized justice in the development of our juvenile courts. Now I see the same process taking place in this other area of controlling juvenile delinquency in terms of the police. It is one of the most heartening things to observe in police work today, this trend toward specialization of juvenile police where we get away from the old idea of the cop who will take the kid by the scruff of the neck and says, “You hoodlum, I don’t want to see you around here any more,” and this type of old, rough, tough policeman is gradually being suc-

ceeded by men who are imbued with special understanding of children, who are being trained in the case of these juvenile police, of whom we have about 1,500 throughout the country today in 300 different police departments with special juvenile police units, who are taking their place beside social workers, psychologists, psychiatrists, schoolteachers, in a united, coordinated effort to combat the juvenile delinquency problem.

I think this is certainly the most significant point of evolution in our police work from repression to prevention.

Unfortunately it is a slow process. There are many police departments today which lack any understanding of juvenile delinquents and their special problems and some of which help create delinquency and crime rather than to prevent it in many cases by their bad handling of kids at this first point of contact, so important for the kid in trouble.

For the rest I will refer to my statement and simply conclude with these two points about which I feel very strongly. One of them is the tendency, especially in recent years, on the part of many commentators—not experts, mind you, but commentators, and these commentators are legion—this general tendency to blame parents for most of the ills of our children.

Now as a reporter I get around this country a great deal. I spend a good part of my year traveling around the country, seeing different things, talking to different kinds of people. I am also and have been in the past a student of the social history of this country, and have written a couple of books on our social history. I am convinced, gentlemen, that never has there been such a child-conscious, child-oriented generation of parents as we have in general today. Certainly we have parents who are neglectful, parents who are themselves disturbed and inadequate and do not know how to take care of children. We have had them in every generation, we have them in ours. But in general these people who are producing best sellers for the first time are producing books on how to bring up babies, who created a whole literature of child rearing, so that we have columns in our daily papers on how to bring up children because of the average yearning of most of our parents for the best way to bring up their kids and give them a chance. Much time is spent by some parents in a parent-teacher association, in these women's groups, in order to learn more about bringing up kids, to forward legislation to give kids a better break.

We have never had so good a generation of parents than we have today, and I stake my own reputation on that conviction of mine. And the parents in many respects are far better than these commentators, generally law-enforcement officers, who come up with this "Bring back the woodshed ideal" when all of the generations previously, when kids had been beaten and sometimes put to death for refractory behavior, we have had failure after failure after failure, and we have never had a generation of parents who know so much about human beings and our kids in most of our communities today.

Our parents of course are confused in this world of chaos, as all of us are confused. We live in a period of great transition where it is impossible for any individual, however sane and balanced and mature, to have a feeling of complete security. It is an insecure world. It is an insecure community and it breeds insecure people.

And even the best of us have these insecurities which more or less are being transmitted to these kids, but the mature mind recognizes these world problems, these world pressures to which we are all subject and realize that nobody can be completely happy in the kind of world we live in today, with the atomic bomb, hydrogen bomb, dangling over us like the sword of Damocles every day and night.

But during this day the parents are doing a good job by and large in this country, and I think we ought to do more to encourage the good work that the parents do rather than ball them out for every child delinquent we get in our country.

Finally, my last point, one of the things that impresses me about this committee is that so far it has not handled juvenile delinquency as just another wave. I think as I look back at the history of our treatment of juvenile delinquents, there has been too much sporadic interest as far as the public is concerned and the problem and the wave is created sometimes artificially, sometimes by real situations, but this is an unusual wave idea, and the tendency is for the public to get up this sporadic and intense interest in juvenile delinquency, and sometimes get into hasty actions for which we pay later and then forget about the whole problem.

This problem of juvenile delinquency is a continuing problem of social living for children and adults alike that will remain permanently with us. We will never be without it. I am convinced there will be no fundamental solution to this problem, no fundamental approach to the solution, unless it is considered as a continuing problem requiring deep research and fundamental solution, rather than a solution that comes sporadically like building a hospital for juveniles like we did in New York City, and this hospital is having a hard time to get patients now. It is the kind of thing that comes up when people get hysterical over so-called waves of juvenile crime.

Let us continue to treat it as a continuous problem and to find permanent solution.

Senator HENNINGS. That is an excellent statement and brings out many fine things born of experience and thoughtful study.

Mr. DEUTSCH, that last statement comports very well the ideas of this subcommittee; that we are not out for the medicine show, undertaking to haul up before the subcommittee for the purpose of cheap publicity, various local law-enforcement officers and others who might be held to have some part in what seems to be this whole panorama of breakdown, not only of law but of people, juveniles and adults. It has been pretty much that way throughout the history of the country, has it not?

Mr. DEUTSCH. It has.

Senator HENNINGS. Were conditions ever worse than they were in England in the 18th century?

Mr. DEUTSCH. I doubt it, or the 19th.

Senator HENNINGS. Or the 19th when they hanged the pickpockets or malefactors for what we consider misdemeanors, and crime didn't abate and pickpockets were working the crowd at the hangings.

As we go through the period of insecurity, Europe was certainly in a great state of unrest during the entire Napoleonic period and thereafter. It has been pretty much the same. We always talk about the good old days. They were not good when we read more closely.

As you suggest, we have a growing population, the problem does seem to be more acute. Whether it is a growing problem or whether it is an acute problem or simply a manifestation of a chronic one with recrudescence now and then which sends up a curve—and statistics cannot be trusted too much in this sort of thing—it is something of importance that must be dealt with, whether it is growing or not growing.

Mr. DEUTSCH. Certainly.

Senator HENNINGS. Thank you so much, Mr. Deutsch, for your fine contribution to the work of this subcommittee. It has been a pleasure having you today. We look forward to seeing more of you and hearing more from you.

Mr. DEUTSCH. I will be glad to see you any time.

Senator HENNINGS. The next witness is Leroy E. Wike of the International Association of Chiefs of Police.

For the record, will you please state your name and the position that you now have?

STATEMENT OF LEROY E. WIKE, EXECUTIVE SECRETARY, INTERNATIONAL ASSOCIATION OF CHIEFS OF POLICE, WASHINGTON, D. C.

Chief WIKE. Leroy E. Wike.

Senator HENNINGS. You have a statement.

Chief WIKE. Yes, sir.

Senator HENNINGS. Would you like to read the statement or put it in the record and then talk? How would you like to handle it?

Chief WIKE. I would like to read it.

Senator HENNINGS. We will be happy to have you do as you like about that. We have your name. Where do you live?

Chief WIKE. 5103 South 10th Street, Arlington.

Senator HENNINGS. You are executive secretary of the International Association of Chiefs of Police?

Chief WIKE. Yes.

Senator HENNINGS. Now that is a full-time position, I understand.

Chief WIKE. Yes, sir.

Senator HENNINGS. And chiefs of police of the various cities of the country meet upon occasion and have interchanges of information, seminars, and conventions and so on, and you are the secretary of that association?

Chief WIKE. That is right.

Senator HENNINGS. It also takes an interest in legislation I assume, in various ways, which bear upon a better and more effective job being done by the police department in the country?

Chief WIKE. Yes, sir.

I would like to say that our membership is international. Of course most of them are in the United States, but the membership extends throughout the world. At the present time our membership is just under 3,000.

Senator HENNINGS. Chief, will you speak a bit louder so they can hear you?

Chief WIKE. We have just under 3,000 members and because of the geographical dispersion of our membership it is rather difficult at any particular time to get a consensus of opinion from our various members on subjects of this nature. So for that reason this presentation is

based on various papers and thoughts which are in our files, especially during the past 8 years. Most of these presentations have been given to the various conventions which you mentioned, Senator.

I have specific reference to a very comprehensive report which was delivered to the convention, held in Mexico City in 1946. There have been a number of presentations since that time by the chairman of the committee on juvenile delinquency at the various conventions.

Senator HENNINGS. You yourself have had some experience in police work?

Chief WIKE. Yes, sir, I was a police officer until the 14th day of last month for 34 years.

Senator HENNINGS. What department?

Chief WIKE. In the village of Endicott, New Jersey.

I. General premises concerning crime and juvenile delinquency;

II. Police interest and participation in programs for prevention of juvenile delinquency;

III. Conflicting views as to extent of police participation in such programs;

IV. Conditions deterring effectiveness of police participation in such programs;

V. Measures used by police to prevent juvenile delinquency; and

VI. Recommendations.

I. General premises:

Crime has no single cause; nor is there an existing formula for its prevention.

Crime through the centuries in which our social morals have evolved has had no common definition. A crime in one era or stage of human development may be accepted behavior in the next, and conversely.

Standards of right and wrong as defined in our laws are based on majority agreement. When the majority disagrees the laws are changed; when the minority disagrees, a criminal element exists.

Crime and juvenile delinquency are born of the clash between individual standards of behavior and group-accepted standards of behavior.

Police officers are given the task of protecting the majority from the consequences of individual nonconformity to the accepted standards.

Police officers, however, are not the provenders of remedies for social ills; they can only administer first aid when and where the cases are encountered.

Mankind in general and children in particular are creatures of belief.

Social factors, such as poverty, maladjustment, physical and mental ailments, do not produce crime per se, but indicate in some individuals beliefs that produce crime.

These beliefs vary according to each community and within localities of the community.

Criminal acts are symptoms of the conflict between individual morals and accepted morals.

Criminal acts, therefore, can be eliminated by resolving the conflict. Accepted morals cannot be lowered to accomplish this; but individual ethical standards can be altered to conform to those of the group.

Beliefs great and small are susceptible to change. The beliefs of youth are not fortified with adult certainty; growing minds are eager and capable of immense faith. Indelible convictions of right and wrong in childhood fortify the individual throughout this lifetime.

The selling of the obvious values of majority ethical beliefs to youngsters should be no more difficult than the selling of the largely mythical values of luxury commodities in our country today through the medium of the press, radio, and television.

Such a belief-selling program could not rely wholly upon the full-page ad or the 60-second commercial, but it could utilize fully—through the determined, organized, dynamic efforts of the community conscience—all channels of education in civic and religious life, all recreational and counsel potentials of civic and welfare groups, all public agencies, and all clinical facilities for physical and mental betterment.

Because of community failure, and to a greater extent parental failure, to assume its undeniable responsibility for proper guidance and the instilling of right concepts in the minds of youth, the police of the Nation have, in growing unison, assumed more than their fair share of responsibility in the prevention of juvenile delinquency.

II. Police interest and participation in prevention programs:

There are two schools of thought on whether or not police should be concerned with crime prevention.

Undoubtedly the majority believe the prevention of crime is a fundamental and recognized responsibility of law enforcement. Their belief is borne out by the fact that oaths of office taken by many police officers include "to prevent crime," and one of the principal functions of patrolmen is to prevent crime by their very presence on their beats.

That police should assume responsibility in this field is quite logically supported by these facts:

1. Law enforcement has the best and only recognized statistics on a national basis showing the extent, scope, fluctuation, and trend of crime, including juvenile delinquency. The International Association of Chiefs of Police initiated in 1895, developed through the years and now sponsors the system of statistics, known as uniform crime reporting, administered through the Federal Bureau of Investigation. The statistics are voluntarily submitted by law-enforcement agencies to the FBI as a nationwide, cooperative endeavor, and the data are documented by existing police records.

2. The police are best acquainted with the focal points of crime infection in the various communities.

3. Police have the manpower. Though always undermanned, the police have a sum total of manpower considerably larger than any other agency interested in the control and prevention of delinquency. It is estimated that the normal complement of police officers of all types number 160,000.

4. The police, by the very nature of their operations and work, are best informed as to the methods employed by criminals and violators regardless of age.

5. The police in the performance of their regular duties, are on duty 24 hours of every day, regardless of vacations, illness, or other factors which frequently make representatives of other agencies unavailable when services are needed.

6. The police usually receive the first knowledge of delinquency of many children whose activities would not come to the attention of other agencies.

7. The police usually have the first contact with the juvenile delinquent and the juvenile in a predelinquent status.

8. The police usually have the most clearly defined legal power and authority to take action.

9. The police are usually those with the authority to apprehend adults who are responsible for the exploitation of youth.

10. The police have access to records of various types which are usually denied to representatives of private and unauthorized agencies.

11. In most instances the policeman is more welcome in the homes of delinquents than are the representatives of many other agencies.

12. Most other agencies, in carrying out their functions, require the assistance of police.

13. The police have authority to observe and patrol places where youngsters congregate.

14. Some of the juvenile delinquents do become hardened criminals and will take the lives of law enforcement officers.

15. Law enforcement is best equipped to detect and identify individual actions and most of the conditions contributing to juvenile delinquency.

16. Law enforcement agencies of the Nation have methods of coordinating their activity on a nationwide basis. Although strictly on a voluntary basis, this unison in effort and action is a strong and vital force. The International Association of Chiefs of Police is an important clearing house of professional information. The Federal Bureau of Investigation provides services for clearance of fingerprints and identification information, laboratory methods, police training schools, and its monthly FBI Law Enforcement Bulletin is a cohesive force for uniform action.

III. Conflicting views as to extent of police participation in prevention programs:

Those who believe police should take no part in the field of prevention other than activities normally and traditionally recognized as functions of the police—maintaining the peace, detecting crime, apprehending criminals and protecting society—feel that:

1. The police almost invariably have inadequate funds and insufficient personnel.

2. That for many years past a substantial portion of police personnel have not been especially trained for active participation in community-wide programs outside the scope of their normal and traditional responsibilities.

3. That once a police agency undertakes a function as a cooperative measure, it becomes impossible to discontinue these activities although personnel may be reduced with each subsequent retrenchment program without reducing responsibilities and obligations which have been undertaken.

4. That there is no statutory or other legal requirement for police participation, particularly in rehabilitation and recreational programs.

5. That the police must maintain the highest possible degree of public confidence if they are to function effectively, and they should

not be subjected to public criticism and the loss of public confidence for any failures in a field in which they have no legal responsibility.

In defining these views, it should be stressed that there is no desire on the part of these officials to shirk any moral or social responsibility, but only a recognition of what is believed to be a primary responsibility of carrying out specific assignments required by law.

While these views are held by some prominent police executives, nevertheless there is a wide acceptance of the feeling that police are in the prevention picture by necessity, if not by choice. Due to nonexistence in many localities of agencies or individuals willing to assume responsibility for juvenile programs, or because of inaction, lethargy, or incompetence, existing agencies are ineffective, police have felt for their own protection, and in order to fulfill their basic responsibility for maintaining peace and protecting society, they must engage in activities which prevent and deter juvenile delinquency by diverting and focusing juvenile interests and activities into other and more constructive channels.

This feeling of moral obligation and interest in the welfare of the community, then, has caused police to initiate programs for prevention even though some have felt they were going beyond their basic prerogatives in doing so.

IV. Conditions deterring effectiveness of police participation in prevention and control programs:

In the field of prevention and control of juvenile delinquency police have encountered many stumbling blocks, retarding the influence of juvenile programs launched through their efforts. These include:

1. Inadequate salaries and insufficient advantages for police personnel. The proper type of personnel is necessary for a successful juvenile program, and qualified, capable personnel is not attracted in great numbers by police salaries. The failure to attract the right type of personnel is a failure on the part of the community to make adequate funds available.

2. Inadequate personnel in police departments. Practically all police agencies are understaffed. It has been found that municipal police departments with at least a minimum of 1.9 police officers per 1,000 population are rendering the best general service in reducing crime and enforcing the laws. The shortage of police personnel is chargeable directly to community indifference.

3. Systems and philosophies which fail to teach respect for law and for the law enforcement officer. Proper respect for the laws of the Nation, the State, the county, and the municipality, and for the officers charged with enforcing such laws should be included in every sound program of teaching and should be a part of the thinking and acting of every worker in a juvenile program. In the past half century there developed an attitude on the part of some segments of public and private thinking of protecting the juvenile from the police. It is reflected today in statutes keeping juvenile court information records secret from the police.

4. Failure to seek police opinions concerning proposed legislation affecting law enforcement, crime prevention and the handling of juveniles.

5. Poorly administered parole and probating systems.

6. Failure to notify police of the release on parole or probation of convicted persons regardless of age.

7. Laws which prevent the apprehension and restraint of juveniles and youths when the safety of the community is involved. In some jurisdictions there is a restriction on the police officer which requires that he must first get the authority of some judge or other court officer before a juvenile arrest can be made.

Mr. BEASER. Chief Wike, those laws would not prevent a police officer from apprehending and taking into custody a boy who is committing a robbery, who was caught in the act?

Chief WIKE. No. In most States that is true. The law provides that if a crime is committed in his presence, the officer has authority to make the arrest.

Mr. BEASER. You are talking here about where the crime has already been committed and you are seeking a warrant for his arrest?

Chief WIKE. That is right, where the officer was made aware of the crime through circumstances other than this actual eyewitnessing of the crime.

8. Unavailability of juvenile court records to police. Police organizations are legally constituted agencies and whenever a juvenile court record is kept from the police department, there results a handicap to the department in its function of protecting the community.

9. Failure of the community to provide proper places of detention for use by police. By law or court order the detention of a juvenile may be made mandatory, yet in carrying out this order the police are criticized for detaining the youth under conditions beyond their control.

10. The restraining influence of the occasional action by judges and prosecutors in criticizing the police for the performance of duty required by law. At times such criticism may result from a court official's unsympathetic attitude toward the law. It would appear to be more appropriate to seek revision of the law than to criticize the police, for such criticism automatically has the effect of discouraging the police officer and causing the department, as a matter of policy, to discontinue enforcement activities in connection with such violations.

Senator HENNINGS. Chief Wike, what law might you be referring to there?

Chief WIKE. I cannot refer to any specific law, but in my own—

Senator HENNINGS. I do not mean the section number, but what sort. You say the police are sometimes criticized for the enforcement of a given law and thereafter they apparently do not continue to enforce the law.

Chief WIKE. Some of these laws of course are unpopular and some of them are more or less rules and regulations laid down by courts, especially children's courts. Some of these in a measure interfere with actions of the police. I think I have touched on it before.

Senator HENNINGS. I was not cross-examining. I was undertaking to inquire for the purpose of expanding your thought. What did that mean?

Chief WIKE. It means that the courts at times have a tendency to interpose a wall of defense between the juvenile and the police in their activities.

Now I think this is more or less not particularly true of the courts alone but of these various groups who in general interest themselves.

Senator HENNINGS. You mean the agencies, so-called?

Chief WIKE. Yes, official and private.

Senator HENNINGS. And you think at times they seem to be hampering the police in their efforts to do what?

Chief WIKE. I have spoken to police officers and police executives on this particular subject and they, without being specific, have a well-defined opinion in their minds that there is and has developed down through the recent years an attitude on the part of the courts, in which they might be influenced by these views, to more or less place this wall of protection against police action in the case of the juveniles.

Senator HENNINGS. Now I hope you forgive me. That thought seems a little obscure. Could you illustrate that by a point? If I understand it, it seems to me we do need a cushioning of sorts. I have been a district attorney. This is not all new to me. I have dealt with these things in courtrooms in large cities over a great many years, in criminal courts, felony courts. It seems to me it is always helpful for a district attorney or a judge to have some information from an authoritative individual or social agency or group as to background and circumstances attendant upon a youngster, who gets into trouble, and is in court, in order to more properly dispose of the case within the limited facilities, all too limited I think, within which we have to dispose of these cases, and do what we can about the individual in terms of his relationship.

I did not want to argue about this thing, but I wondered what that statement meant. You suggested it is held generally by the police throughout the country. I was wondering what you mean by that so that we can have a sort of clarification of it.

Chief WIKE. I did not mean to imply that in the police field these agencies are not working constructively. They are and we believe that. In some ways there has been a tendency, and I can not point to anything specific at this time, but I know in my own official lifetime I have had those opinions based on things which have happened in individual cases. I am sorry I cannot be a little more specific.

Senator HENNINGS. I did not mean by names or places but illustration of a case.

Chief WIKE. It may be more of an attitude than anything else. It may be an attitude rather than a specific action which brings this reaction on the part of the police officers who have interested themselves in this particular question.

11. Prohibition against taking fingerprints. It should be recognized that the taking of fingerprints does not involve any stigma, as the stigma comes from the offense committed and the prosecutive steps undertaken. For purposes of identification, the protection of the innocent and the completion of records, fingerprinting of offenders who are taken into custody, regardless of their age, should be a regular procedure.

12. Failure of schools to maintain proper truancy control. The proper performance of police in returning truants is negated by the too frequent indifferent and uncooperative attitude on the part of certain school authorities toward truancy.

These, then, are some of the factors which render partially, or in some instances completely, ineffective the most efficient of police prevention programs.

V. Measures used by police to prevent juvenile delinquency:

It is recognized that there has been no formula established to completely prevent crime and delinquency among people of any age. However, there is one underlying, paramount principle which cannot be overemphasized: Governments have no more serious and important responsibility than the protection of society. The right of an individual is properly considered of great importance in a democracy until the individual's activities come in conflict with the community interests. Whenever this occurs, the regard for the individual must be subordinate to the needs of the community.

It should also be recognized that vigorous and efficient enforcement of the law is an effective means of deterring crimes on the part of most individuals of any age. Prompt detection, vigorous and prompt prosecution, and the adequacy and certainty of punishment fitted to the crime, the criminal, and the community, is a definite deterrent to the commission of crime of all types in all sections and by all age groups.

Some measures of regular police activity, however, deal more specifically with juvenile crime prevention. A partial list would include:

1. Liquor detail: Officers assigned to this detail assume a primary obligation of discovering violations involving minors and to see that the liquor laws are enforced with respect to minors.

2. Bicycle registration bureau: Officers assigned to this unit recover stolen bicycles, prevent thefts of bicycles, and have opportunity to make personal contacts when minors register bicycles or report stolen bicycles.

3. Juvenile missing-persons detail: This detail makes investigations of all cases involving missing persons under 18 years of age, and in so doing, frequently discover reasons for an attempt to leave home and to aid in adjusting such difficulties.

4. Juvenile traffic detail: These officers specialize in dealing with traffic law violations committed by persons under 18 years of age.

5. Detective bureau: Detectives regularly give special attention to crime committed by adults against the persons of children and others. Where policewomen are employed, the detectives also work with the policewomen and assist in the protection of youths and children.

6. Policewomen's detail. Policewomen are usually employed to handle all matters of delinquency and predelinquency involving girls up to 18 or 19 years of age and boys up to and including 8 years of age. These women officers undertake to induce parents to accept responsibilities and improve environmental factors which contribute to delinquency.

7. Truancy detail. An officer assigned to this detail patrols certain areas in search of children who are truant from school.

8. Dancehall detail. Officers of this unit supervise the conduct of public dances, classify dancehalls and require the registration of girls employed as dance partners in taxi dancehalls.

9. Record bureau. Records are maintained on all offenses known to police and frequently spot maps are maintained to indicate the residence location of juveniles who are involved. Another spot map may show the specific act constituting the delinquency. This enables police

to locate areas in the community where delinquents live, and where they commit offenses, so that corrective measures may be taken to eliminate the causative factors in the areas.

10. Public relations. Most police agencies engage in some type of public relations service to encourage the citizens of a community to contribute their efforts, individually or in groups, toward improving the conditions which foster delinquency. Frequently speakers from the department are assigned to appear before schools and various social, welfare, civic, religious, women's and other organizations to arouse community interest in the police programs.

11. School traffic patrol. This patrol frequently operates under the supervision of police traffic officers and affords an excellent contact with youth of the community.

12. The patrolman. The basic scope of the patrolman's activities includes prevention of crime, the elimination of illegal hazards, the observation and patrol of gathering places, and being alert for any exploitation of juveniles.

The above are more or less general practices of police departments, varying only according to the type of community interest and action. In addition, some police departments, growing in number, have set up specialized activities and programs directly beamed toward juveniles, such as:

1. Boys' detail. These officers cooperate generally with juvenile courts, investigating cases and giving opinions as to a program best suited to rehabilitation of a delinquent and safeguarding his future welfare.

2. Predelinquent detail. These officers generally operate as a plain-clothes detail, cruising their districts to discover children who are in danger of becoming delinquent and to discover and eliminate moral hazards affecting the youth of the community. Character-building programs are at times suggested when the facts justify, but the action taken is left entirely to the discretion of parents.

3. Sports detail. These officers cooperate with recreational departments in the city and sponsor sporting events and award trophies to winning teams.

4. Summer camps. Some departments operate summer camps for underprivileged children, with YMCA officials, Boy Scouts or similar youth organizations, and police juvenile officers supervising the camp activities.

5. City mother's bureau. These officers assist people in solving problems and policewomen are most frequently used. They give aid to elderly people and assist youngsters who are too old for juvenile court jurisdiction.

6. Women's probation department. A woman probation officer and a policewoman cooperate in investigating applications for probation and parole of women who have been convicted in court. A home is maintained for stranded or indigent women and another for deserted married women with or without children.

7. Men's probation department. This detail performs functions similar to the women's probation department except that they deal with men and their children.

8. Juvenile jail. One crime prevention division has its own juvenile jail for boys between 16 and 17 years of age. The boys are held until

the court subsequently orders a transfer to the county jail or custodial release to parents or to a social agency.

9. Boy Scouts sponsorship. Police departments frequently sponsor Boy Scout troops.

10. Boys' clubs. Some departments have organized nonsectarian boys' clubs. Athletic supplies are furnished, a summer camp is operated, a medical and dental clinic are available, and activities sponsored which will appeal to juveniles. Such clubs are most frequently financed by contributions of interested citizens and an annual campaign for funds.

11. Other programs. Many other programs have been developed, some more intensively than others, such as Big Brother bureaus, Big Sister bureaus, juvenile aid divisions, junior police patrols, police scouts, Junior Legion of Honor, Junior Sheriff's Club, Juvenile Aid Bureau, sponsorship of youth centers, and delinquent parents court. In each instance the aim and purpose is to deter activities leading to juvenile crime, and the program is administered through the police department by police officers who either have special training in the field or special aptitudes for the work. Community participation is encouraged.

Mr. BEASER. Chief, on these other programs you talk about under No. 11, I am trying to get which comes first, the hen or the egg. Are those programs entered into by police departments because other community agencies do not sponsor or promote those programs, or is it the feeling of your association that those are normal activities of a police department?

Chief WIKE. I would say in the areas where such programs have not already been inaugurated that they are in many instances sponsored by the police. In places where they have already become part of the community life, the police in many instances enter into their administration and into the various services necessary to make them successful on a cooperative basis.

Mr. BEASER. I mean this, Chief: Do the police departments take this on as a normal function that they would in any event or do they take it on because other agencies in the community are not performing these functions? Take boys' clubs, for instance. Would you say that the preliminary agency in a community to start a boys' club is a police department?

Chief WIKE. No.

Mr. BEASER. They would come in if the other agencies fail?

Chief WIKE. That is true. As an illustration, in New York State just before the war, quite a few junior police corps were organized by various police agencies throughout the State. These were quite successful in areas where there were at the time no boys' clubs and similar organizations, but because of the necessity for channelizing our activity in other fields of endeavor during the war, most of these junior police organizations were incorporated into the boys' clubs. Or, as in one particular instance I know of, the boys' club organized and all the members who had originally been in the junior police were made members of the boys' club and all the equipment and the facilities turned over to the boys' club.

All of these police activities have met with varying degrees of success.

Mr. BEASER. What do you mean by that statement? What do you mean by "whenever there is legal justification"? You mean when a crime has been committed?

Chief WIKE. When a crime has been committed.

Mr. BEASER. Is that the usual law of arrest that you are stating here?

Chief WIKE. Throughout the various States, the State laws vary, relative to the methods by which police may investigate crimes involving children. In some States they are not really adequate in a way, you might say. Some States do not allow police to detain children in any place where they might be immediately adjacent, you might say, to older persons who are being detained. Of course we agree to that.

Mr. BEASER. Right here you seem to be recommending that police be given authority to arrest on suspicion?

Chief WIKE. No, not suspicion.

Senator HENNINGS. Police do arrest on suspicion.

Chief WIKE. Well, it has to be on a well-founded suspicion.

Mr. BEASER. People are picked up by the hundreds in these cities and held for hours. The so-called dragnet goes out, to pick up everybody that has a record; they go around the taverns, saloons, pool-halls, and throw them in. It happens in cities in this country just repeatedly day after day. We talk about well-founded suspicion, the only way you get a lot of information is from informers; you pick this fellow and that fellow and the other, and finally, you get a story out of somebody you never suspected, but you picked him up to get information.

Chief WIKE. Many people taken into custody are not formally charged.

Mr. BEASER. Certainly. A lot of people are taken into custody just because of the hope that you might get some information from him.

Chief WIKE. That is right.

Mr. BEASER. That is just police work, police methods, is it not?

I know they talk about probable cause, and going through all that business about thinking you have good reason to believe somebody committed a felony. You and I know that is within the discretion of the police officer or the captain of the precinct or the district, whoever that may be.

Chief WIKE. That is one of the burdens of the police officer, he must in some instances take chances. In the public interest he must do that.

Mr. BEASER. I agree with that.

Chief WIKE. He suffers as a result.

Mr. BEASER. Police work is not easy. I know that.

Chief WIKE. That is true. I am glad you agree with me.

Mr. BEASER. I have been in it, I know. I have been on the prosecution side, Chief. I know it is not easy.

Chief WIKE. All of these police activities have met with varying degrees of success, but there can be no doubt that they have been worthwhile. They have filled a ready need in the community, not supplied by any other agency or organization.

VI. Recommendations:

Since it is generally recognized that no crime deterrent is all-inclusive or fully effective, there can be no immediate hope for a spec-

tacular reduction of juvenile delinquency over a short period of time. The International Association of Chiefs of Police recognizes this fact and, in making the following recommendations, is trying to chart a course that will require long-range effort, effective cooperation of all interested agencies at all levels of government, and more basically, arouse civic conscience and responsibility for the welfare of youth and the preservation of our democracy.

1. There can be no escaping the fact that juvenile delinquency will exist so long as parental responsibility for character-building and instilling proper moral concepts in children is neglected. The first burden is upon the parent, and when the burden is cast aside by the parent, society must assume it.

So long as parents place their own interests and desires above the welfare of their children, so long will there be delinquent children.

If parents in all walks of life can be sold, by our modern advertising methods, on the merits of chlorophyl toothpaste, lipstick, and shaving cream, then it would not be perversion to commercialize the value of rectitude, integrity, and industriousness. Our cinema, television, and radio have a terrific impact on the actions, mannerisms, and ideals of adults and juveniles alike. Why cannot these media diverge from the present level of distorted values to portrayal of the eternal values of righteousness, truth, and honor? These are not exclusively religious approaches—they are the only basis for man's daily existence.

2. That in the handling of offenders of all ages, first consideration be given to the interests of the community and second consideration to the welfare of the individual.

3. That each community bestir itself to demand that its police department be enlarged so as to have a staff or approximately two law enforcement officers per thousand population.

4. That police be given the unquestioned authority to arrest, investigate, interview, and detain, at least temporarily, individuals of any age whenever there is legal justification.

5. That police be given the authority to rearrest an individual who has been released when here is evidence that without such arrest the individual will be a menace to society as indicated by his overt illegal acts.

6. That whenever any individual, regardless of age, is convicted of an offense and is subsequently released on parole or probation, the police in the community where he resides should be advised of such release.

7. That every effort should be made to sponsor and promote the fact that a policeman is wearing an honorable uniform which is a symbol of dignity and that he should be not precluded from participating openly and in uniform in juvenile programs.

I think that really should be emphasized because I think most children, especially boys, have a great admiration for police, police uniforms and the symbols which go to make up the child's conception of police authority.

Senator HENNINGS. No doubt about that. A lot of boys want to be policemen.

Chief WIKE. Yes, sir, they all want to be a policeman, an aviator, or jet pilot, something of that nature. It used to be an engineer, but I think that has passed more or less. The diesel has taken over most of our great locomotives.

8. That in the handling of juvenile delinquency problems in the community, the policeman should bear in mind the possibility of the legal culpability and violations on the part of the parents.

9. That official records of juvenile courts should be made available to police at any time when in the opinion of the police department such records would be of value to the police in the performance of their official duties.

10. That the right, the authority, and the practice of fingerprinting all persons, regardless of age, should prevail as a police practice.

Senator HENNINGS. The fingerprinting of all ages?

Chief WIKE. That should be qualified to some extent.

Senator HENNINGS. We have what we call the Bertillon system in every well-conducted police department. That embraces fingerprinting and all other means of identification; does it not?

Chief WIKE. Yes.

Senator HENNINGS. It comes from this old fellow of that name in Paris, and is put into use in all American cities. So that when you talk about fingerprinting of everybody, what do you mean? What age do you mean? We would not want youngsters to go in and have their fingers rolled as we have seen in many police stations and marshal's offices. Have these kids put their fingers in stuff and roll their thumbs and be fingerprinted in that way. Would that not have an effect on the child's mind?

Chief WIKE. I think the general public does associate a stigma to the very act of fingerprinting itself because it was originally used as a means of identifying criminals.

Senator HENNINGS. That is right.

Chief WIKE. That has been broken down to a great extent in recent years because of the fact that in the Armed Forces practically every person is fingerprinted and in our security programs—all those employed in governmental agencies are fingerprinted.

Senator HENNINGS. Am I right in remembering in the service they take just the thumbs? I know on our dog tag it was just the thumbs. I do not remember.

Chief WIKE. Many hospitals fingerprint and footprint new born infants. In many instances this has prevented a bad mistake being made relative to whose child he was.

Senator HENNINGS. There is no question but that fingerprinting under certain conditions and certain circumstances is probably very sensible and very sound and an intelligent way of identifying members of the population.

Chief WIKE. Yes, it is an exact science.

Senator HENNINGS. But to take them in police stations—the environment under which this is done and the circumstances would be the important thing, would it not?

Chief WIKE. That is right.

Senator HENNINGS. There certainly would be no ignominy attached to a man in the service having his fingerprint taken, but a youngster being taken to a police station and forcibly being fingerprinted, might indicate he or she, ipso facto, because of that fact would have a criminal record.

Chief WIKE. It would have to be carefully supervised to see that such a result would not obtain, especially in the case of children. Of course by law all police agencies of various States—I am sure it is a

law in every State—must fingerprint every person who is arrested for a felony or indicted for a misdemeanor.

Senator HENNINGS. Which means that men sometimes have long records of arrest and no convictions whatever.

Chief WIKE. That is true.

Senator HENNINGS. They are in the record files, they are there all right, as having records, but the record does not amount to anything but having been picked up a number of times.

Chief WIKE. It might show an antisocial tendency.

Senator HENNINGS. It does not show that always, does it? It shows a fellow lives in a poor neighborhood and the people around him, boys with whom he associates, have been in trouble, and so they pick them all up.

Chief WIKE. Yes.

Senator HENNINGS. So it is a problem. We cannot solve the problem here now but, I think we should appreciate the fact that it does constitute a very serious problem both for the police and for the youngster who may happen to be picked up, fingerprinted, and otherwise cataloged as having a record of a sort.

Chief WIKE. Yes, sir.

11. That the police should feel justified in organizing boys' groups, girls' groups, junior police units and recreational activities, when prompt action cannot be obtained from the community, in the performance of such work under the sponsorship of recreational and other similar organizations.

12. That the police should feel justified in training and assigning officers to follow up on the adherence by juvenile offenders to the terms of probationary sentences and parole conditions.

13. That in handling the problems of juvenile delinquency on a community basis, the community be guided by the philosophy that commonsense, old-fashioned discipline, applied with affection, good judgment, respect and allegiance to country and to God are still basic foundations of a healthy community and nation.

14. That all law-enforcement agencies take advantage of the service of the Federal Bureau of Investigation in the whole field of police training, including courses or subjects on crime prevention.

15. That in all juvenile programs it be considered an important policy to provide constructive efforts to aid the juvenile as quickly and as broadly as possible in developing a sense of personal responsibility as an integral part of the community.

16. That the false philosophy of "protecting" the juvenile from the police be dissipated at all levels of contacts with youngsters and that the too-frequent tendency, on the part of some public agencies and institutions to regard police as a necessary evil in the field of crime prevention and control, be eradicated.

This concludes the formal presentation.

Senator HENNINGS. Thank you very much, Chief Wike.

Have you any further questions?

Mr. BEASER. No further questions.

Senator HENNINGS. We appreciate very much your having come here today and given us the benefit of your views and that of your association.

Senator HENNINGS. May we have, please, Mr. Ray Farrell and Mr. Roy McLaughlin, both representing the National Association of Training Schools and Juvenile Delinquencies.

Are you ready to proceed, Mr. Farrell.

STATEMENTS OF RAPHAEL FARRELL, SUPERINTENDENT, STATE TRAINING SCHOOL, RED WING, MINN., ACCOMPANIED BY ROY McLAUGHLIN, MERIDEN, CONN.

Mr. FARRELL. Yes.

Senator HENNINGS. We are glad to hear from you, sir, in your own way.

Mr. FARRELL. If you don't mind, I think I will read this statement. I might digress a bit.

Senator HENNINGS. We will be glad to have you do just as you would like to do, Mr. Farrell. We would like your name first, and your position.

Mr. FARRELL. It is Raphael Farrell. I am superintendent of the State Training School at Red Wing, Minn.

The American training schools have received severe criticism during the past few years, and they have been cited as punitive, routine-deadening atmospheres with programs carried on under a philosophy that was rigid, uncompromising, and sometimes sadistic.

It has been stated over and over again that the training schools have not met the basic needs of the children placed in their care, and that they have only deepened the emotional scars and stimulated and promoted the feelings of hostility to the point where most children who had been subjected to them had been unable to live a normal life outside of an institution.

It is admitted that many training schools have in the past restricted themselves to custodial supervision of boys and girls, and that too many incidents have occurred that were unwise, degrading, and abusive.

Traditionally, the training school has been the dumping ground and the human-trash can for all of the children unwanted by the community and rejected by all other social agencies.

Because of lack of adequate facilities, the dependent and neglected child, the child with encephalitis—sleeping sickness—the epileptic, the mental deficient, the mental defective, the physically handicapped, and the psychotic child have been sent to these training schools that we admit to be undernourished by years of inadequate, if not miserly financing.

I would like to stop there just a moment and make the statement that I feel very strongly about that. I have worked in a training school for 25 years. I have been in most of the training schools in the country. I know some of them are good, and some of them are bad.

But that has been a problem that the training school people have faced for years, that the child years ago, the dependent and neglected kid that you couldn't find a foster home for, the kid that was mentally ill; I have seen many, many children with epilepsy and with encephalitis, or sleeping sickness. These kids came into the school and you just had to keep them.

For some reason or another people believed that if he misbehaved like an epileptic at some time, that 8 or 10 months in the training school would cure all his ills.

That has been a problem to administration and to the people that work in the school.

Senator HENNINGS. Mr. Farrell, is that because, in those States or communities where what you have suggested takes place, there are no hospitals, no sanitariums, or other public health facilities to care for epileptics?

Mr. FARRELL. It is partially lack of resources, Senator. On the other hand, a child that is mentally ill or mentally defective can also be delinquent. Sometimes they are rejected by the other agencies.

For example, a boy whose mental capacities are not too good, is called feeble-minded. He also becomes a delinquent, and in many States he is not welcome in the feeble-minded home because he is a problem to deal with. He is surely not going to be helped or treated too well in a training school.

Senator HENNINGS. The epileptics, for example, are the victims of encephalitis. They are not any more feeble-minded by and large, percentage-wise, than the rest of the population?

Mr. FARRELL. That is right.

Senator HENNINGS. How would you get a commitment for an epileptic to a training school?

Mr. FARRELL. There are many forms of epilepsy or brain damage. It is a common case in our place to get 2 or 3 boys in a year who at one point live a normal life, and at one point have the psychic equivalent of seizures, and maybe tear up everything, and hit somebody over the head at a given point; and legally become delinquent and are sent to a training school when righteously they should be in an epileptic center.

In our school, we screen them as we bring them in, and put them where we believe they should be.

Granting the mistakes have been made, I believe they are due primarily to the fact that we have not known what treatment involved. Until recently we have not known enough about the causation of delinquency.

At the present time, I believe more and more men and women in the training-school field are becoming aware of the multiple and complex web of emotional and social conflicts that cause delinquent behavior.

In this growing and increased understanding of causation, I see the greatest hope for transformation of the training schools into effective rehabilitation agencies. I do not believe a training school should be a mental hospital, but I do believe all of the recognized disciplines, professions, skills, and techniques known today, such as psychiatry, social casework, group work, education, religious counseling, administration and research should be a recognized part of the modern-day training school.

I believe the surest guaranty of treatment for the delinquent is the development of consistent, secure, mature personnel with warm attitudes and a willingness to serve the boys and girls who need to be accepted, understood, and helped in a setting of warm human relations.

I think earlier this morning it was mentioned in some of the statements that it is hard to get a psychiatrist with willingness to serve.

We have the problem of having a full-time psychiatrist, of being able to even employ one, if you have the money to do it with. It is hard to get them in an institution.

Senator HENNINGS. You have been in this work for 25 years?

Mr. FARRELL. Yes, sir.

Senator HENNINGS. You do not share, then, the belief of many that psychiatrists are of no avail and have no use in institutions?

Mr. FARRELL. I do not share that.

Senator HENNINGS. You appear to me to be a very realistic hard-headed gentleman who knows what he is doing. Certainly your many years of experience would indicate it.

You do not mean, then, to deplore or despise the general techniques or concepts of the field of psychiatry, the science of psychiatrists?

Mr. FARRELL. No, sir; I believe we need them, all the professional groups.

Senator HENNINGS. You do not think it is nonsense, then, something conjured up by a lot of professional—as the term is sometimes used in derogation—social workers?

Mr. FARRELL. It would be helpful.

Senator HENNINGS. I want you to understand I do not hold social workers by and large in such classification. But you know, and I know, that there is a lot of this talk generally held, too much of this foolishness, too much coddling, too much psychiatry “head feeling,” they have different terms for it in penitentiaries and institutions.

Mr. FARRELL. There is a difference. I don’t mean having group psychologists or group workers or schoolteachers is coddling.

Senator HENNINGS. You hear all that talk. Are you not tired of it?

Mr. FARRELL. I do not think it is coddling because I consider myself a pretty good disciplinarian, but I do believe in letting people express themselves, too.

The training school should have a parent organization in its respective State that is in a position to bring all State departments, such as health, education, mental health, and public welfare, into focus as they are needed, into the areas of prevention, diagnosis, treatment, and parole of the juvenile. The parent organization should have within its program, and be administratively responsible for, prevention, diagnosis, treatment, and parole.

I mean that the agency that also administers the training school should be in a position to start planning for parole and after-care of the child when he is in school, in many cases before he comes to the school, pick him up in the court, and follow him all the way through.

My colleague, Mr. McLaughlin, might not agree with this and it is not just a plug for my home State, but in Minnesota we have an organization, our youth commission, that has all of these things. It is administratively responsible for all areas of the delinquent field.

I know it is doing a good job. It is understaffed and its needs are many. I don’t know whether Roy McLaughlin would agree with me, but I know it is doing a good job.

Training-school administrators have as a whole, I believe, recognized and known what is needed to carry out an effective treatment program in an institutional setting. Admitted faults are a reflection of society’s inability to provide the services needed to reeducate, retrain, and resocialize the youthful offender.

Much of the human misery and waste we now attribute to lack of treatment, inability to find or pay for qualified personnel and adequate physical facilities, uncontrolled intake, and the like, can be eliminated by long-range planning and good organization.

We know how to utilize many skills in treating boys and girls in our training schools today. Unfortunately, we have not, in all cases, been able to provide ourselves with the tools to practice the skills.

There is an old adage that, "It's not the horse's hobble that hurts the horse's hoof." May I remind you that delinquency does not start in the training school. America's great challenge today lies in the field of prevention.

I also would like to reemphasize what Mr. Deutsch said this morning, that I think we should be careful of going off on tangents for headline material on what causes delinquency, and what should be done, but to look at the causes.

The members of the National Association of Training Schools and Juvenile Agencies believe the Federal Government has a contribution to make in the control of delinquency, and respectfully would like to make the following recommendations:

1. We extend an invitation to members of your subcommittee or qualified representatives of the same to visit various training schools in different sections of the United States.

2. We ask that you make a study of parent organizations of training schools throughout the country.

I say that in sincerity. If you did have time to send fellows like Dick Clendenen out, I am sure even in some of the worst ones, you would find some good things going on that could be contributed to the rest of us through a national organization.

Senator HENNINGS. Thank you, Mr. Farrell. I am sure the subcommittee appreciates very much that invitation and suggestion and we hope that we can take advantage of it.

Mr. FARRELL. We ask that you make a study of parent organizations of training schools in the country.

I would like to reiterate, I think a good many times training schools are set off by themselves or under an adult penal setup. They are sort of orphans so far as facilities and institutions are concerned.

We do not at this time favor establishing a national institute on juvenile delinquency.

The CHAIRMAN. In that connection, you would favor strengthening by appropriation and otherwise the Children's Bureau, would you not?

Mr. FARRELL. I would. We do favor research, through existing agencies that would unearth real causes for delinquency—not just its symptoms.

5. We would like to see a clearinghouse set up on a national level for research and exchange of ideas and information.

6. We would like to have appropriate standards for prevention, diagnosis, treatment, organization, and administration of training schools.

I know the standards were started in the Children's Bureau. I don't know whether they are coming out or not, but we should have standards.

7. We favor the availability of consultation services, especially in the area of institutional treatment.

8. We are sure that demonstration projects set up by the Federal Government in schools, States or counties would be beneficial.

9. We desire services in the form of personnel, scholarships, and inservice training to be used at the training school level.

I think there are already grants being made. In our school we have never had any, I mean for scholarships, but Congress does appropriate large shares of money. I do not know where it goes, but I would like to see some of it get down to the training school levels.

I don't mean the State capital. I mean the Red Wings in Minnesota, the Boone Wings in Missouri, the Meridens in Connecticut, right down to the training school level.

Finally, as a member of the organization and president of it, I would like to thank you for the courtesy that you have extended to us, and we appreciate being called in.

Senator HENNINGS. Mr. Ferrell, it is very kind of you to come. You have been most helpful and illuminating. We are grateful to you for your fine contribution to the work of this subcommittee.

We will doubtless impose upon you in the future for more information and guidance, and opportunity to observe the schools as they are operated, and as you have suggested we may do.

The CHAIRMAN. I want to say to Mr. Farrell, that I am terribly sorry I missed your statement. I certainly will read it, but I did have to attend an important meeting of the Armed Services Committee and I could not divide myself.

Senator HENNINGS. Mr. Chairman, Mr. McLaughlin, who is here, is an associate of Mr. Farrell's in the National Association of Training Schools. Mr. McLaughlin is from Meriden, Conn.

I do not know whether you have a statement to make, Mr. McLaughlin. We hope you will have something to say to the committee for the benefit of our work and your presence here this morning.

Mr. McLAUGHLIN. Thank you, Senator. I came here to listen, and it was a shock to learn I was invited to sit here with you. As long as I am here, I am going to ask you if you will bear with me for a few moments.

Senator HENNINGS. You may proceed in your own way.

Mr. McLAUGHLIN. Now, we have sentiments which I think have prompted Mr. Farrell to gather that the training schools as a group, or the leaders, are not in favor at this time of a national institution.

I would like to talk to that. The history of the training schools has been roughly this: We started life about 100 years ago as reform schools. We started under definitely religious auspices.

In fact, a good many of those schools in the early days were founded by religious groups.

Senator HENNINGS. Was Elmira one of the earlier reformatories?

Mr. McLAUGHLIN. That was built as a reformatory. It was not a children's institution.

Senator HENNINGS. Which was the first of the children's institutions?

Mr. McLAUGHLIN. The first one was on Randall's Island, founded in 1825, but the first State institution came along in 1848.

Massachusetts founded the first training school, as a State training school.

Connecticut came along in 1851. We were among the first, but it was about the middle of the last century that the training schools as State-operated institutions came into being.

Senator HENNINGS. You mean as long ago as that, they did not have the training school on Blackwell's Island, as it was then called, Welfare Island, but they had it on Randall's Island?

Mr. McLAUGHLIN. Blackwell's Island never had a training school.

Senator HENNINGS. What I was getting at is they apparently realized in those days, as long ago as 1825, that there should be a separation of the adult offenders in the training school, or reformatory.

Mr. McLAUGHLIN. Senator, now you are going back to the history of penal institutions. Of course, the old penal institutions, which I suppose we think of as something which has existed as long as man has; that too, is relatively recent. It is only a little prior to 1900 that we built our first prison with the present-day philosophy that you would restrain people while you attempted to reform them.

Take all our colonial literature. We did not do that; we punished them. We put them in the stock.

Senator HENNINGS. Under the Newgate system, they were all put in a common place of detention without attempting to segregate.

Mr. McLAUGHLIN. In the Colonies we fined them terrifically; a third of what they possessed, a fourth of what they possessed.

We used the lash frequently. We put them in stocks and so forth. Don't forget we had a long list of offenses for which we offered capital punishment, a list as long as your arm, for which you went to the gallows.

This notion of restraining people while you reform them came along in the 18th century.

Senator HENNINGS. Was that the Pennsylvania system?

Mr. McLAUGHLIN. The Quakers, I believe, deserve the credit in this country and certainly they were consciously a religious group. I think history says the Pope built the first one in Europe.

Now, about the day after they started this new philosophy, prison reformers came into being, because the prison was simply a madhouse in which society dumped everybody they wanted to get rid of.

It seems to me from that day to this, and for some time to come, we will be reforming prisoners, always taking somebody out of the prison. It is in my day that we took the insane out of the prisons. I worked in Rhode Island and Connecticut. They had the insane ward there. We are talking a great deal about institutions for feeble minded who are criminals, but the prison is still loaded with its share and reformatories are still loaded with their share.

So we have not taken out of prisons everybody we think should be taken out of prison. But the first thing we did was to be moved by the sight of children in prison and we started to take children out. It is in answer to that, that we came along.

I think it is only natural and certainly very understandable why those people who were religious led such a movement.

Now, to this day, a number of institutions are supported by religious groups of different denominations that are still in the business of education and training of delinquent children. Our history roughly, it seems to me, divides into certain phases. We started off being religious, then someone emphasized the idea that if we would

teach the boy a trade, however simple, if we would teach him about all good working habits, that that would be the big prop when he left.

So we started changing the name to industrial school. Then we went into a trend which, of course, overlapped as we went around the country, but seemed to me it was such a definite trend toward social training being viewed as a proper emphasis.

At that time we had to build a whole institution. The old Newgate went out in theory, if not in fact. The cottage replaced it and women brought in; cottage father and mother put over the groups.

Cultural education, which had been neglected, received an impetus. School buildings were built. Recreation, I am sure, received great impetus at that time. Everything which trained the boys socially was added. We never lost sight of religion. The chaplain was always there. The idea that it was moral training he came for, with character building as the object in the end, was never lost sight of.

Now, we have come into a new era and this is the one I have lived. When I was in college the NA tests were coming into prominence. We were all testing our children. Everyone was a psychologist who was a schoolteacher.

But it has gone a long way since, so it has been in my time that I hired the first social worker.

As far as I know, I brought in the first social worker that came in the State training school. I say that, indicating that I have lived this era.

Clinical psychology has come. Psychology has come in; general medicine has been much better appreciated.

Now, you just said, and you amazed me when you said to Mr. Farrell, there are people who think that psychiatry is tommyrot.

Senator HENNINGS. Were you surprised to hear that?

Mr. McLAUGHLIN. Yes.

Senator HENNINGS. I have heard it for years.

Mr. McLAUGHLIN. Then we do not move in the same circles, I can say that.

Senator HENNINGS. Perhaps you are very fortunate in that respect.

Mr. McLAUGHLIN. Because I would not dare to run a training school for 1 day without a psychiatrist on the ground right at my elbow. I do not know how we hope to live and be human if we do not have social workers.

There are no two ways about it. There is nothing to argue.

Senator HENNINGS. You understand, I did not express that as my argument. I am constantly trying to do a little missionary work on these things and have tried for so many years, in terms of this whole problem of penology, crime, reformation, and rehabilitation.

I wish that there were more people such as the circle you described so some of us would not have to constantly try to disabuse some others of these commonly held notions.

That is part of this problem. They would appropriate more money if they believed in it for one thing. There would be more pressure on the State legislatures to appropriate for State institutions and psychiatrists. There would be more pressure in Congress to appropriate for our Federal institutions if more people believed in the soundness and the efficacy of some of these things we are talking about.

I do not mean just the passive belief that it is probably all right and not so bad. I mean the militant belief that these things are essential and indispensable—not just to believe feebly, but to believe as you believe and as Mr. Farrell believes, and as others believe, belief sufficient to impel action.

Mr. McLAUGHLIN. Years ago a boy was brought in to me by one of the men on the staff. He said, "I cannot understand this boy. I have never known anyone so lazy in my life."

He said, "If I put a cloth in his hand and asked him to dust the steps, he would just hold the cloth in his hand."

I sent him over to the hospital. He died a month later. He had a cyst on his brain that was pressing at the time, and he was doomed.

Now, I did not have a psychiatrist in those days, but you only need one such case to know that you have no business taking in a boy without having a physician in medicine, including psychiatry, whether it is 1 person or 2 persons, who see that boy the moment he arrives. That is just as important as the boy we X-rayed on admission, 12 years old. We found a tumor on his chest. He is going to live. He would have died.

The psychiatrist is just as important socially as the physician was to get that tumor out.

Just to tell you one thing indicative of the way we have lived through what you have expressed. When I brought in the first social worker, I was laughed at. When I first spent my money for a psychiatrist and paid him the next best salary to my own, I was "pooh-poohed," no doubt about that.

Some years later we were saying goodby to a man who was leaving us, a man of limited background, limited opportunity, a good man, though, and at this farewell dinner we gave him, he said, "Well, you know, I want to say one thing about my experience here, and that is that I was the fellow that probably laughed the loudest when the boss brought in the psychiatrist."

Boy, he gave the biggest laugh of anybody. He said, "Today I want to tell you we are getting more for every dollar we are spending on that psychiatrist than for anyone else on the staff."

Now, he had lived it. Now everyone on the staff would agree with him. There is no disagreement on the question.

Still, it is strange I am saying all this in leading up to a limitation upon him.

Now, it costs money, of course, to provide this clinical service and to provide it as richly and as personally as I think we should, to do a decent job. On the other hand, I believe we cannot lose sight of the fact that it is still a job of character training.

I should like to quote a man who is associated with your committee, I believe in some advisory capacity. That is G. Howland Shaw.

Senator HENNINGS. He appeared before us, and made a splendid witness back in December.

Mr. McLAUGHLIN. G. Howland Shaw is the sainted philosopher of our field.

Senator HENNINGS. He is the man who said the way to do this work is to take your coat off. You have to get down and sweat it out with some of these boys and not be discouraged, but to pick them up and bring them back.

Mr. McLAUGHLIN. Of course he does that. He has given you a demonstration.

I would like to quote him when he said something else.

The CHAIRMAN. I might say he was one of the best witnesses we have had.

Mr. McLAUGHLIN. Senator, I will say more. He is the best one you will have when you are finished. And I did not hear him testify.

He addressed a group which I remember a few months ago. He made this statement:

Whenever I meet a boy or a man who has been a boy in a training school, and that boy has made a perfect adjustment, he has gone out and taken his place in society, and we are all proud of him, and I say to him, "Boy, what was it that turned you? What was it that really did the job?" He said, I have always received the same answer, and I have not a single instance in which I have ever received any other answer. The boy always names an individual.

Of course, I would like to amend this. It is never the superintendent. I would like to hope I have been in that position sometime or other.

He says it is never a social worker. Who is it? Anyone on the staff, anyone.

I would like to support that and say he spoke the truth.

A man said to me at a New York meeting of the superintendents recently, "Have you had a single instance in which psychotherapy has been carried right through to a successful finish?"

I am sure in his mind the answer is "No." I said, "Yes, I have. You bet I have, and a good many times."

But I would like to say this to you, not by psychotherapists. A man who takes a boy who looks like a lost soul and makes a man out of him in my history has usually been someone of limited education and holding a nonprofessional position on the staff.

Now, I say that for this reason: that it all leads up to what I think is our attitude toward the national institute proposed.

As warmly and strongly as I believe in clinical services and in their increase and generous increase over what most of us know of today, I still would like to leave this, that we believe as a group that our job to be attained, our task to be reached, must be done by an educational process just as much today as it was years ago.

We were afraid that the people who are not speaking to you, Senator, but are speaking certainly to us, are using the term "treatment" so extensively, are throwing about a very loose classification term of an emotionally disturbed child, that not only the public are going to feel that we are preaching, that everyone who does not do the right thing is sick, that he is a mental case, but we are afraid the boys themselves will get the idea they are not responsible for what they do because they are all sick, "Poor boy, they cannot help me."

It seems to me with respect to the Congressman a little while ago who padded the payroll, he was not emotionally disturbed; I would say he was a crook.

I am a little afraid of a movement which seems to be pretty strong to have us actually change our name in this latest epic of our existence, and call ourselves treatment centers for emotionally disturbed children.

I think that is carrying it pretty far.

Most of the boys that come to me are normal, and if we have any luck, we will put them on their feet. I do not think we will put them on their feet by a process of treatment in the usual sense in which most people think of in going to a doctor and being treated for something.

I think the good schoolmaster, and a good schoolmaster is anybody on the staff, is the person in the end who will do it.

I look for my clinic—I do not use the word “clinic”—I look for those people who are on what we term a clinical team, psychiatrists, psychologists, social workers, to actually do the job for that fringe group who are mental cases.

Senator HENNINGS. By the good schoolmaster, you do not mean necessarily the strictest disciplinarian?

I believe it was Henry L. Mencken who sometimes called schoolmasters “birch men,” the implicit meaning being that they spent most of their time whaling the daylights out of the kid.

Mr. McLAUGHLIN. We cannot teach them effectively without the help of the psychiatrist and the psychologist and social worker. We need them if we are going to do a decent training job.

Now, I believe when we talk about setting up a national institute that we would like to be sure of the philosophy of the man who is going to head it. Now, beyond that, I would be thumping in favor of a national institute and certainly if I had to vote today, I would vote for the national institute and take a chance on a good sane sensible philosophy of the man at the head.

Senator HENNINGS. You and Mr. Farrell part company on this?

Mr. McLAUGHLIN. I guess we do because he is being more cautious. I am only throwing that in as my caution.

Now I say, national institute, and I say do not expand the Children's Bureau for this reason. I attended a meeting; I was presiding at a meeting of 68 superintendents. I put the question to them, not do you want the institute, but I asked, if it is to be, do you believe it should be a private organization? Do you believe it should be an expansion of the delinquency division of the Children's Bureau, or do you believe it should be a separate, but governmental unit?

I filled that in enough to say, located in the Department of Health, Education, and Welfare, and coordinate with the Children's Bureau, the Health Service, and so on.

Six or seven men raised their hands and said, “We are for a private organization.” There was not a single vote for expansion of the Children's Bureau.

The preponderance of votes, the general showing of hands in the room, was in favor of a national institute, or under perhaps some other name, but what we are talking about now, a national institute, in the Department, a coordinate with the Children's Bureau and I think I would say I believe I added this in support of this: On a temporary basis, given a definite lease of life, not made permanent at this time as a part of the structure of the Department.

Now, it can do a lot for us.

Senator HENNINGS. What can it do, for example, that the Children's Bureau cannot in your judgment do?

Mr. McLAUGHLIN. In 1935, Senator, I dropped off the train in Washington and went in to see Katherine Lenroot. I had never met her before. I introduced myself and told her the training schools

would appreciate the interest of the Children's Bureau and would like her help.

We had certain ideas in our own minds, one was that we would like to make them children's institutions, in fact. We would like to take them out of prison association, and so forth, and put them in association with other children's agencies.

Now, Miss Lenroot did all she could to help us. I certainly would like to write into the record, if ever there was a noble soul, she was it, she was a credit to her father, I tell you, if anybody ever was.

She did everything she could for us. She set up the supervisory committee. She created the position Mr. Clendenen holds now. She fought our battles for us to the day she left.

Later, I was 1 of a committee of 3 who called on Dr. Studebaker when he was Commissioner of Education. We asked him the same question. We said our schools are taking no interest at all in this. In each State, generally, there is just one of us. There are no companions.

Dr. Studebaker did all he could. Now, it never resulted in a team, though. At that time we did not go to the Surgeon General, but we went to those two.

Now, Dick Clendenen was not with the Bureau at that time, so he did not live the life of it, but I hope I am hurting no one's feelings, and I am surely telling facts when I say this: We were never able to make a team of it.

The Children's Bureau is one organization; the Office of Education is another.

Washington, whatever it is in this Government, seems to hold its people each in his own fold so closely that when they go out of the fold to meet with some other fold they do not really mell. They stay more closely to their own group than this team we would try to effect.

The children's group would hold a meeting. They would invite representatives from the Office of Education. When the Office of Education held a meeting they would invite people from Children's Bureau.

But I swear as soon as they got together those who were invited became wallflowers.

Senator HENNING. You mean they thought they were guests and for that reason did not participate fully in the discussion?

Mr. McLAUGHLIN. I think they were reluctant to speak their minds until they were sure what they were going to say was approved by the chief of the bureau.

The Office of Education suffers from another bit of it. That is the American concern about Washington never taking over the little red schoolhouse; that the Office of Education is extremely cautious about anything it does or says when it goes into the State. It clears through the State commissioner of education, wants him to invite them, and so forth.

So I would remind you that we have interests that lie in the Children's Bureau. We have interests that lie in the Office of Education, equal interest.

So I say to team them up really effectively so they can get out and do things for us, I say you have to set up a separate unit and take those people out of separate bureaus, and set them up with their own chiefs and coordinate with the chiefs of other services.

Give us that, and I am for it.

Senator HENNINGS. At this point may we ask Mr. Farrell if he has an opinion he would like to put in the record either in support of or possibly in modification of the views?

I think this is awfully important, Mr. Chairman. I think we can take just a minute, because Mr. Farrell felt there should not be an institute on juvenile delinquency.

Mr. FARRELL. The reason I put in the statement that we were not in favor of it at this time, is that it would be an unknown quantity to our organization.

The CHAIRMAN. Of course, it has not been spelled out, has it?

Mr. FARRELL. That is right.

Mr. McLAUGHLIN. Senator, we are afraid of the atomic bomb, and for the same reason we are cautious about this national institute. It is an atomic bomb in our field until we know who is going to run it.

Senator HENNINGS. You would go along with the reservation that some of these things depend entirely on personnel—who the personnel is?

Mr. FARRELL. That is correct.

The CHAIRMAN. It depends, too, I take it, on the structure?

Mr. FARRELL. Yes, sir.

Mr. McLAUGHLIN. Yes.

This is not time to make nominations, I suppose, but if you folks name Dick Clendenen to head this unit, he will get the 68 votes, and he is a social worker at that.

Senator HENNINGS. We are very glad to hear you gentlemen say that because we of the subcommittee have the very highest regard for Mr. Clendenen, and to hear that about him from witnesses who come before us, is a great tribute to Mr. Clendenen, which we happily and gratefully acknowledge.

Mr. FARRELL. Senator, may I say something in rebuttal, another thing on Roy McLaughlin's statement about—I used the term "treatment." I grew up in a system where our training school was in a division of treatment.

I did not mean to infer, in using the term "treatment," that everyone is mentally ill. I think I said that the training school was in the mental hospital. I used the term "treatment" maybe differently than you would.

Mr. McLAUGHLIN. I do not mean to be finicky about the word "treatment." But I do not want the public to think we are mental hospitals, and we do not want the boys and parents to think they are mental hospitals.

In concluding what I have to say about the national institute, in the first place, I would be inclined not to use that name. I think it would be better if you called it Child Welfare Service or Child Health Service, because then it becomes coordinate with mental health services, and it would be a coordinate branch of the Department.

Also, "institute" has apparently grown up as a medical term, and I am trying to get away from the medical term.

Also, it is a term used widely as a subordinate unit in one of these main divisions. So I think there is every reason for calling it a name which describes it—"juvenile delinquency service."

The CHAIRMAN. I might say, Mr. McLaughlin, that at the time the suggestion was made originally, I never did like the term "insti-

tute." I do not think this subcommittee has ever taken the term "institute" seriously at all.

Mr. McLAUGHLIN. I am only suggesting that there may be a reason beyond not liking the word or why it would be better not to use it. I think we would appreciate it if you did not use it. I suspect I am speaking for someone other than myself.

Of course, anything under the sun could be written in. We do have one interest though, and that is this: That if it is going to be seriously of any help to training schools, if it is going to provide staff training, for instance, I believe it is absolutely essential that they must accept the responsibility of operating a school themselves, something we can see, measure results, criticize, take as a guide.

I believe the people—that I hope you will be able to send me to run an inservice training school for my people, a real inservice training—will come out of the school and will have actually been part of the job of running that school.

I think we have had talk enough, and the people who are going to preach ought to produce first and preach afterward.

I talked one day to Dick Clendenen about this. Between us we thought up the idea that the Bureau of Prisons might be very happy to donate the National Training School service unit.

Sanford Bates, who is going to testify, called a half dozen of us together, when he was Commissioner of Prisons here, and asked us if we would not all enter into a contract to take boys who were being sent to the National Training School, because he was anxious to close it at the time. He felt that the Bureau of Prisons should not be in the children business. I suspect everyone would feel the same way and they would be happy to donate it.

Of course, if they do, they do not want to donate everybody that is there, because that has grown in a subreformatory.

Normal colleges all have model schools that they operate where you train the teachers, where you go on visiting days, to learn how they teach. I think it would be a reasonable request that we make that they operate a school.

Now, the money, of course, can be independent. Mr. Farrell said this, and I would like to say to you, that when I asked this group of superintendents from more than half the States in the Union, 60 American superintendents from this country, how many were receiving any of the child-welfare funds, 1 single hand went up out of the whole business. Fifty-nine of us are not getting a cent of it.

Miss Lenroot invited a group of us to meet in our regional meetings to spend that \$10 million. We spent it for her.

Judge Gill, whom you have heard, and I, traveled down together. We traveled home, together. We figured on \$94,000 going to Connecticut; we were good for 5,000 up East, at least. So by the time we had reached Meriden, we had agreed, and we had both spent our \$5,000. But the years rolled on and we cannot get a cent of it, and it was intended for us by the Children's Bureau, I know.

Now, we do ask this, that something be done other than channeling all those funds through the State commissioner of welfare departments except where the State training school is in the Department of Welfare directly under the Commissioner.

But if it is under a youth authority, such as they have in Minnesota, if it is under a board of trustees, such as I have, and am very happy to

have, we want the machinery of distribution so set up that if it is intended for training school, it reaches them. It does not at the present time.

It reaches one training school in the country, so far as I know. It may reach a few more, but a very few, at most.

Now, we have another problem, Senator. I do not know the answer, but I wish you would give attention to this matter of returning runaway boys because we are always going to have runaways. They have them in the best schools, not only the best training schools, but the best boarding schools, and we have our share.

Sometimes they travel great distances. It becomes a problem for which there is no answer as to what to do about it. We try everything and everybody tries everything, and so forth.

It seems to me Uncle Sam could spend some money profitably.

Now, again, the child welfare services included money. If you remember, the judge of the juvenile court from Miami led the campaign to see that some of the child welfare services' money would be available for the return of runaway boys, to their homes for one thing, and presumably to the training schools at any rate to get them back where they belong.

I cannot get a dollar of that money. I do not believe there is a man in the country in a training school who is getting one dollar of that money, or any help at all in the return of runaways. I wish you would try to work out something that would help us in that field.

The CHAIRMAN. Mr. Beaser, will you make a special note of this recommendation?

Mr. FARRELL. We asked at the executive meeting in New York, Roy, and not one had received any money.

Senator HENNINGS. No one at the meeting?

Mr. FARRELL. No one.

Mr. McLAUGHLIN. I do not want to be misunderstood about that vote regarding the Children's Bureau. We are very appreciative indeed of the services rendered by Mr. Clendenen and his predecessors. We have voted a formal request. I do not remember whether I wrote it or the Secretary wrote it, but one of us wrote some time ago to the Children's Bureau, and urged expansion of that service in the Children's Bureau. Now, you have your separate institutions, but the Children's Bureau still has a service to perform.

At the present time, if you are not going to set up an institute under some name, by all means expand Mr. Clendenen's work there many-fold.

Thank you, Senator, for bearing with me.

Senator HENNINGS. You have been most helpful and, certainly, I know I speak for our distinguished chairman when I say that we are most grateful to both of you gentlemen for having come here.

I hope we have a chance to talk to you more and you will certainly hear from us as this work progresses.

If and when the spirit moves you, and you think you can give us something that is on your mind that will be of help to us, we would like to have it from you, and in the same respect from all of the other witnesses as well.

It is a long, hard job and there is so much about it that none of us knows, but hope to learn.

The CHAIRMAN. I think the committee had better recess now until 2:15.

(Whereupon, at 12:35 p. m., the subcommittee recessed, to reconvene at 2:15 p. m., the same day.)

AFTER RECESS

The CHAIRMAN. The committee will be in order.

I know Mr. Flora, the next witness, has to make a plane in a comparatively short time now. Mr. Flora, if you will come up here, please, we will be glad to hear from you.

STATEMENT OF A. C. FLORA, CHAIRMAN, BOARD OF TRUSTEES, NATIONAL EDUCATION ASSOCIATION, COLUMBIA, S. C.

Mr. FLORA. Thank you, sir.

The CHAIRMAN. Mr. Flora, for the record will you state your full name, address, and association?

Mr. FLORA. A. C. Flora, residence, Columbia, S. C. At present I am chairman of the board of trustees of the National Education Association, and I speak for that organization.

The CHAIRMAN. Do you have a prepared statement?

Mr. FLORA. I have a prepared statement, and it is brief, Senator.

The CHAIRMAN. You may proceed in your own manner.

Mr. FLORA. As a preliminary, I would like to say a word or two before going into my prepared statement. I would like to identify myself a little more fully. I am also a retired superintendent of schools, having spent 38 years in my city of Columbia as principal and superintendent, the last 23 as superintendent.

At the present time after retiring from the school system, I am serving as chairman of the city planning commission of my city, which is concerned with many of the problems you are facing here, of developing a worthwhile community.

Mr. Chairman and members of the committee, it is my privilege to appear before you today as spokesman for the National Education Association of the United States. By direct memberships we enroll more than 550,000 teachers representing all school levels and all parts of the United States and its outlying areas. Through our more than 4,500 local and State-affiliated groups, our membership contacts extend to nearly a million teachers throughout the Nation.

The association congratulates the committee for reminding all citizens of their debt to children and youth. An American President once said that civilization marched forward upon the feet of children. We adults must do our utmost to make sure that no neglect or ignorance on our part causes any child's progress to be impeded.

From its beginning in 1857, and by the way, we celebrate our centennial in 1957, the National Education Association has recognized that one of the major objectives of education is to build good citizens. Again and again through speakers at its conventions, reports of committees, special conferences, and publications, the association has stressed character education and the prevention of juvenile delinquency. Special efforts have been made (a) to inform our membership of the extent and nature of the problem of juvenile delinquency; (b) to promote cooperation among the home, church, courts, and other

agencies concerned with the problems; and (c) to improve school services for all children under the assumption that when society meets the needs of children and youth, the problem of juvenile delinquency is largely eliminated, certainly to an extent. These views of the association will be found in the NEA's statements of policy and in its publications.

The association firmly believes that the individual classroom teacher stands at the frontline in the battle against juvenile delinquency. The alert classroom teacher can detect the behavior difficulties of most pupils, can help many of them meet their problems, and, in difficult cases, can call upon the assistance of specialized persons.

This morning, I was interested in the comment on psychiatrists.

The CHAIRMAN. I was going to ask you later when you had finished your statement whether you had any comment you wished to make on that subject.

Mr. FLORA. I would be glad to. I might say that due to the lay misconception of psychiatry and its place in helping adults and youth, it is very difficult to get appropriations, Senator, for that kind of service in the school system. In fact, I tried for 10 years before I retired, without success.

The CHAIRMAN. I take it, however, you believe it is an essential thing?

Mr. FLORA. I do. For instance, we have the problem of people going around and describing a psychiatrist as someone who was a bad boy and decided to study medicine. If that conception is abroad, why, it hurts very much indeed.

Next after the home, the classroom teacher and the school provide the child with continuous and constructive guidance. Given the necessary resources we believe that the classroom teacher and the school program can alleviate difficulties in children before they become serious.

The association's platform states the belief that: Every child, regardless of race, belief, economic status, residence, or physical handicap, should have the opportunity for fullest development in mental, moral, social, and physical health, and in the attitudes, knowledge, habits, and skills that are essential for individual happiness and effective citizenship in our democratic Nation. This policy statement provides us with a broad base for delinquency prevention.

In view of the lack of time, I shall cite only very briefly some of the effective ways in which our organization has participated in this problem. I can give only a few examples of our interest as shown through publications. The specific problem of juvenile delinquency periodically is called to the attention of our membership through articles and editorials in our magazine, the *Journal of the National Education Association*. The research division of the association has devoted two issues of the *Research Bulletin* to the subject, the most recent of which appeared in October 1953, under the title "Schools Help Prevent Delinquency." Other research items also have been issued.

I might say that the first one was issued in 1932 and "Education Prevents Crime" was the title of it, 22 years ago.

Not only has the association as a whole considered the problem of juvenile delinquency and its related aspects, but we can cite a few examples of what units within the association have been published.

In 1932, for example, the American Association of School Administrators published a yearbook on character education and the NEA department of classroom teachers published a similar volume for classroom teachers. In 1947, the department of elementary school principals prepared a yearbook on the spiritual values in elementary education. Outstanding among the many publications of NEA units, has been the book entitled, "Moral and Spiritual Values in the Public Schools," issued in 1951, by the educational policies commission.

I might say in that connection that the National Parent Teachers Association, in collaboration with the NEA, drew up a handbook based on this book, *Moral and Spiritual Values in the Public Schools*, and it has been widely used throughout the past year.

In the December 1953 issue of its bulletin, the National Association of Secondary School Principals presented a 40-page article on schools and juvenile delinquency. Finally, as further evidence of our interest as shown by publications, I may mention the yearbook on citizenship education, issued in February 1954, by the American Association of School Administrators. All of these bodies are associated with the National Education Association or are a part of the association.

But the actual work of building wholesome lives and of preventing juvenile delinquency takes place in the thousands of schools and the hundreds of thousands of classrooms scattered throughout urban and rural communities. On the basis of our observation, the schools are effective instruments in meeting juvenile delinquency when the following five conditions exist:

1. A comprehensive school program based on the modern findings of psychology, sociology, health, and education. In other words, just the teaching of the three R's, it is my belief, will not do the job. The school program must be broader for our youth than simply that.

2. A staff of competent classroom teachers and school administrators skilled in understanding and instructing children and youth.

The CHAIRMAN. At that point, No. 2, Mr. Flora, is not one of our big problems the lack of adequate number of teachers and adequate qualifications?

Mr. FLORA. Decidedly so. Were it possible I would like to see probably 75,000 schoolteachers in this country now, who are teaching on certificates that are not standard, replaced by competent people, and the former are there, because we cannot attract competency, through training and experience, to the classroom. I will stress that a little bit later on.

The CHAIRMAN. All right.

3. Adequate school buildings designed and equipped for a modern education program and large enough to provide the small classes necessary for attention to the needs and problems of individual children.

I would like to say on that, that we have thousands of classrooms in this country with a double load. We would say that 25 pupils would make reasonably standard worthwhile classes where the teacher can handle the group. We have hundreds of thousands of classrooms that have 40 to 60, making it wholly impossible to do any job of individual treatment of children.

4. A program of cooperation between school and home so that parents and teachers may unite their efforts and seek mutually acceptable objectives.

That is being accomplished I think fairly well in many communities, but in too many communities the home is on one side of the fence and the school on the other. They need to come together if we are to do an effective job for youth.

The CHAIRMAN. The parent-teachers associations are helping there?

Mr. FLORA. Right, and community services of various kinds are bringing the leadership of the communities into the school and putting the leadership of the schools out into the community.

The CHAIRMAN. But there still is not enough?

Mr. FLORA. Not enough.

5. Community teamwork whereby both individuals and groups cooperate in investigating the needs of children and youth, in working for good legislation and law enforcement, and in seeking to build a wholesome community.

I would like to amplify that a moment if I may.

The CHAIRMAN. I wish you would.

Mr. FLORA. I do not care how much your family does or how much the school does, if the youth of our community when they are out of school, away from the home, or in a community where housing is lax or housing conditions are such that no human being can breathe an atmosphere that would be considered worthwhile, or if any other condition exists that is contrary to the needs of youth, whatever the home does or whatever the school does, is negated to a good extent.

I would like to illustrate that by a study we made a few years ago. We took all the problem studies as listed by teachers—truancy, lack of discipline, and many other factors that we listed, identifying them as problem individuals.

The CHAIRMAN. Were there any in your survey that were real serious juvenile offenders?

Mr. FLORA. No, not serious, but potential. Out of a group of about 100, 80 percent of them came out of the 3 following conditions: First, the slums of the city; second, parents who were working all day, both father and mother; third, parents whose home was broken up as a result of divorce or some other factor in which children were not with both parents.

Those three conditions existed in practically the entire group. In other words, they all came out of that background of development, which leads me to say that the whole problem of delinquency, as I see it, is a problem that has to be attacked on a very, very broad base; that the schools alone cannot do the job, even though it is a potent factor in preventing, we believe, many, many cases that may become delinquencies if allowed to ride along in the even tenor of their way.

These five conditions, so essential for education, do not always exist. Many communities are too poor to provide even minimum educational opportunities and thousands do not have a thoroughly modern program. Hundreds of thousands of children are not in school and thousands drop out before they have completed high school. Schools lack health services, guidance programs, psychiatric services, home visitation work, and many of the other specialized services necessary to deal with the human adjustments required by modern life. Thousands of

competent teachers leave the profession each year to take higher paying jobs in nonteaching employment.

Here I come to figures. We must employ at least 70,000 persons, lacking in full preparation for teaching, because not enough qualified teachers are available. They are here, but they are not in the schools. Classrooms are crowded beyond their physical capacity, and far beyond the size where there is any chance for the classroom teacher to find and alleviate many factors, making for potential delinquency.

I am very sorry, Senator, that the time factor requires me to leave before this session is ended. I would like to sit throughout the day, but I shall have to leave in about 30 minutes. But at the same time I would like to say that I will put you in the hands of Mr. Robert C. Taber, who is the director of pupil personnel and counseling for the school district of Philadelphia.

Mr. Taber will explain to you in some detail how the public schools of the Nation's third largest city are trying to meet the challenge of juvenile delinquency.

If there is any further comment that is needed from me, I would be very glad to do so.

The CHAIRMAN. Mr. Flora, if you were asked, as I am frequently asked as chairman of this subcommittee in my travels, "What is the chief cause of juvenile delinquency?" What would your answer be?

Mr. FLORA. I do not know whether I can give you the answer, Senator. I would have to list a good many factors, and I think, any one of which would be a contributing cause. My personal feeling on that point is that wherever there is juvenile delinquency, you simply have a symptom of an adult civilization which contributes to that delinquency.

Let me answer it another way.

The CHAIRMAN. You are expressing the President's term in another way; he called it adult failure, I think.

Mr. FLORA. My feeling is, as I have observed youth for a long, long time and have worked with youth, that too frequently in many, many communities and in many, many homes and in many, many schools, youth is not given the challenges that would cause them to rise to the full stature of their potentials and the full stature of their beliefs.

I will illustrate it in this way: You recall very well the years of, let us say, 1933-39. You can go back and read your magazines and newspapers during that period, and youth was indicted on every hand. They were in the honkytonks; they were treesitters; they were doing many, many things that the adults of this country condemned.

I remember those years. I remember going into honkytonks in my community and seeing those boys in the wee hours of the morning. But the trouble, Senator, is that we were so busy that we did not take the time to really find out and to give those boys some challenges, give them something to do, something to work at.

All right. Along came the Second World War, and those same boys and those same girls who were in honky-tonks, who were misfits, who were on the highways and byways, the moment they were met with an honest-to-God challenge, to defend this country on the sea and in the air and on the land, never was a finer job by any American citizen done, than by those same youths who were being condemned 2 or 3 years prior to their entering into the Army.

I use that as an illustration. If we had the resourcefulness as adults to give these youths challenges in civic life similar to what we do when we put them into the Army, we would be well on the road, I think, toward solving many of the problems of juvenile delinquency. But that takes time on the part of adults.

The CHAIRMAN. And it takes effort.

Mr. FLORA. Effort, right. Too many of us are willing to give our boys and girls their week's allowances and an automobile and turn them loose, rather than spending some time with them, and getting into the innermost secrets of their thinking and their ambitions and help guide them along the way.

The CHAIRMAN. There is a great deal of merit in what you said.

Mr. FLORA. I wish I knew the answer to your question.

The CHAIRMAN. I do not believe you can give the answer, frankly, in one category.

Mr. FLORA. It is too complex, Senator.

The CHAIRMAN. Are there any questions, Counsel?

Mr. BEASER. Just one question. When the Commissioner of Education was here he indicated that, in his opinion, schools can also cause delinquency when conditions are overcrowded, teachers have too much to do. Would you agree with that statement?

Mr. FLORA. I would, absolutely. In other words, I think that a poor school is a bad instrument for society, if that in a different way answers the question.

The CHAIRMAN. That is the answer we expected.

Mr. FLORA. A poor school is a bad instrument of society. In other words, if we cannot have good schools we are woefully defeating the cause which education ought to contribute to in this Nation and which it has contributed to. I have a feeling that if the resources were available, and reorganization could take place, that the schools could do the same job in this Nation with regard to citizenship that they have done with regard to the ability to make a living.

I think most people will agree that our economic status today in this Nation is largely the result of the training of men and women to do technical and specific jobs where we can produce goods. We can also produce citizenship if we will give the emphasis to our training program which I think can be given, properly financed.

The CHAIRMAN. Dr. Flora, have you had any experience with the Children's Bureau?

Mr. FLORA. Yes.

The CHAIRMAN. You were here this morning, and you recall the colloquies that took place with respect to the Children's Bureau and the possibility of creating still another agency in the Government. They referred to this agency this morning as the institute. Have you any observations to make, or that you would care to make?

Mr. FLORA. I do not believe I have. In other words, I have not given enough thought to some such possible reorganization to be able to give a reply that I think would be worthy of your consideration. I think it is worthy of going through the mill, you might say.

The CHAIRMAN. Are you sufficiently familiar with the Children's Bureau to say whether or not they have had adequate funds with which to do the tremendous job that confronts it?

Mr. FLORA. The Children's Bureau, if it is financed on the level of the Office of Education, I would say is greatly lacking in

resources. I do not have a budget on hand to give you an answer, but that is my guess.

The CHAIRMAN. The Chair can assure you that the funds are inadequate, but I wondered if you had any personal knowledge on the subject.

Mr. FLORA. That is my belief.

The CHAIRMAN. Thank you, Doctor.

Mr. FLORA. Thank you very much, indeed.

STATEMENT OF ROBERT C. TABER, DIRECTOR, DIVISION OF PUPIL PERSONNEL AND COUNSELING, SCHOOL DISTRICT OF PHILADELPHIA, PA.

The CHAIRMAN. Mr. Taber, will you state your full name, address, and association?

Mr. TABER. Robert C. Taber, director, Division of Pupil Personnel and Counseling, School District of Philadelphia; member of the Governor's Committee on Children and Youth, Pennsylvania; board of trustees of National Child Labor Committee.

The CHAIRMAN. We are grateful for having you here.

Mr. TABER. Delighted to be here.

The CHAIRMAN. Will you proceed in your own manner? I suppose you have a prepared statement?

Mr. TABER. Yes.

The CHAIRMAN. You may proceed.

Mr. TABER. Senator Hendrickson, I welcome this opportunity to appear before you on behalf of the National Education Association. Although the upsurge of delinquency is of grave concern, it is not unexpected. The rate of delinquency is a barometer of our social ills. The current increase stems in a large measure from the dislocation of the war years, characterized by the highest divorce rate of all times, the greatest number of mothers ever employed, and of fathers in the armed services or working on night shifts. In the wake of this disruption of normal life, it is not surprising to find a higher rate of delinquency and of acute emotional disturbances among children.

As the chart portrays, in Philadelphia, major upheavals have been followed by increase in juvenile delinquency. It was true after World War I. Another peak was reached with the economic catastrophe of 1929. The rate increased again as we mobilized for World War II, reaching a new high in 1945. The Korean war precipitated a fresh upward turn.

A child must have roots and be tended and nurtured. The dislocation of the war years uprooted millions of children and prevented millions of others from getting off to a sound start in life. We are now reaping the double-barreled results of World War II and the Korean situation. The tensions and disorganization of these years have left their scars upon children.

The problem is further accentuated by our failure during war years to extend health, educational, and welfare facilities, to keep pace with the growing demand. Teachers and school administrators by the thousands dropped out of the ranks to take higher paying jobs in business and industry. The building of recreation centers, schools, and housing facilities came almost to a standstill during the war.

Our welfare agencies, schools, and other facilities also lag far behind the need. To further complicate matters, the higher birthrate necessitates expanded facilities to serve additional millions of children.

Periodically we rise up in a spirit of righteous indignation about juvenile delinquency. We grasp in vain for a simple explanation and cure for a highly complex social disease. It is my fervent hope that this senatorial committee will not seek a miracle drug as a cure, but will face facts squarely and develop a diagnostic, long-range program. Blaming parents or urging the return to the birch rod are symptoms of our frustration as adults.

We should be righteously indignant. But let us be sure that our wrath is directed against the real culprits. Throughout the Nation children by the thousands are waiting for admission to institutions for mentally retarded; residential psychiatric facilities for children are practically nonexistent; many juvenile courts have such a backlog of cases that several months elapse between the time of arrest and the court hearing of the case; probation officers carry such a heavy load that supervision is an empty gesture and probationers often correctly feel they can violate the conditions of probation with impunity.

The CHAIRMAN. Is this condition true in Philadelphia?

Mr. TABER. This condition is true in Philadelphia, but I am happy to say that, with a new probation judge, steps are being taken. But we have had between 8 months and a year elapse between the time of arrest and consideration.

I personally would strongly urge that the Children's Bureau pursue its proposal to set up a division on juvenile delinquency. I am advised that it would be a separate division, comparable in status to the four divisions now operating and directly responsible to the Chief of the Bureau. A division on juvenile delinquency would provide specialized services to help with the ever-mounting need. The problem of delinquency warrants this special attention.

Who is to blame when classrooms are overcrowded and teachers are unable to give individual attention to the growing child who is bewildered and disorganized, when a half-million children are attending school on a part-time basis due to the failure of school building to keep pace with their needs, when child-guidance clinics have long waiting lists of children urgently in need of psychiatric help, when new housing developments have been built with little or no provision for recreation? New ways to prevent and treat juvenile delinquency may be discovered. Yet the greatest need at present is to develop to the full those skills which we already possess and the facilities we already know to be effective.

To illustrate some of these effective methods, I shall refer to the recent experience in the school system of which I am a part. Philadelphia public schools, like those in other communities, developed several vital services which have demonstrated their worth in the community.

In 1942 our city school system had the equivalent of 24 full-time counselors. Today we have a staff of 251, of whom 117 serve in elementary schools where children can be helped at the first sign of maladjustment. Children and youths caught in the cross-currents of tension and instability are often steadied by skilled individual counseling. How much better it is to help a child at the onset of his problem than to wait until it has reached proportions that can no

longer be endured by the child or the community. Human behavior is unpredictable; yet we know certain signals. Children can be helped if counseling is available at the strategic moment. There is a reason for every delinquency. The unique constellation of causes for each delinquent require individual help. Even the most competent teachers lack the time, the specialized skills, or the knowledge of community resources to help a troubled child.

Good teaching is essential to fulfill the larger objectives of education. The first and most basic element of a program to prevent juvenile delinquency is a competent, devoted teacher in every one of the Nation's classrooms, presiding over a group of pupils that is small enough for the teacher to work with each child on an individual basis. Such a situation will prevent many minor difficulties from becoming serious ones.

The CHAIRMAN. Mr. Taber, what is the average number of pupils in each of your classrooms?

Mr. TABER. Thirty-five. We aspire, at the elementary level, to that number. It runs as high as 40 and 45 because of the shortage of teachers and buildings. Generally speaking it would run around 40. In the secondary school it is lower, 25 or 30.

In addition, special counseling services must be added as an integral part of our educational program for cases of exceptional difficulty. Few school systems have adequate counseling staffs, either in terms of numbers or professional training. If we are seriously interested in prevention, adequate school counseling is a vital necessity for all children throughout the Nation.

A transition has also been taking place in the status of school attendance officers. Decades ago, they were the proverbial "hooky-cops" who wielded the big stick of law enforcement. Today, in many communities, attendance officers employ a casework approach in an effort to find the causes for truancy and to bring about a satisfactory adjustment. They use their authority constructively but firmly. Their purpose is to help children live in harmony with law and regulation instead of being at odds with themselves and others. Countless studies have shown that truancy is a forecast of more serious delinquency, truancy is a symptom of possible maladjustment. Attendance officers who are professionally trained can discover underlying causes and prevent more serious complications. We need to strengthen and expand attendance services.

All special services including doctors, nurses, psychologists, as well as attendance officers and counselors, should make full and effective use of the services offered by competent private and public welfare agencies.

Home and school councils, known also as parent-teachers associations, have made a concerted drive to build better character in Philadelphia. A discussion outline has been developed as a means of taking inventory of behavior and of stressing the importance of integrity and respect for the rights of others. Both children and parents have examined their attitudes toward others and have developed a code of acceptable behavior. This effort demonstrates a sharing of responsibility between home and school. Such teamwork avoids the futile and dangerous situation in which schools and parents blame each other for lack of discipline. On October 12 our entire professional staff of

8,000 spent a day discussing ways and means of developing better citizenship.

The CHAIRMAN. That is in the city and county of Philadelphia?

Mr. TABER. In the city and county of Philadelphia.

The most unique development in the Philadelphia public schools has been the creation of the case review committee, which considers cases of acute behavior disorder and arranges appropriate treatment. Five years ago, a 12-year-old public-school pupil was murdered by a 16-year-old boy attending a private school. A wave of hysteria swept the city. Panic-stricken parents besieged public officials demanding action to curb such vicious crimes. The case review committee was appointed at that time by the superintendent of schools. It is made up of the directors of medical services, pupil personnel and counseling, and special education. It meets weekly and is presided over by Dr. Louis P. Hoyer, superintendent. During a 5-year period it has considered 398 cases. Most cases of maladjustment are handled by teachers, attendance workers, counselors, psychologists, and nurses in the school where the case arises. The committee handles directly only such acts by potentially dangerous children as sexual aggression, rape, arson, hallucinations, sexual perversion, attempted suicide, and assault and battery.

Through the efforts of the case review committee, those children who are dangerous to themselves and others and who require residential care, are protected through juvenile court action initiated by the committee. However, over 200 such children are making satisfactory adjustments in school at the present time, and their progress is being followed closely by that committee.

That same committee has been able to lend the great weight of the school system to secure more prompt and adequate treatment of children who are deeply emotionally disturbed.

The more we learn about seriously disturbed children, the greater insight we develop in understanding all children. Thus, we are enabled to provide more intelligent help to prevent minor disorders from becoming acute. Good schools are already a major factor in checking the tide of juvenile delinquency. Schools can become far more effective in this respect if we are willing to spend the time, effort, and money.

In addition to the general improvement of the schools, we must provide the special services required to meet individual needs. No other agency occupies a more strategic position than do our schools. We reach children daily and intimately during the most formative years of their lives. By early and appropriate treatment we can enhance the prospects for the normal child. In most cases, we can also prevent maladjusted children from becoming mentally ill, or criminals. Our schools staffed with specialized services can be the most powerful instrument to curtail delinquency.

All of us can do something tangible about this problem. I should like to stress two important areas.

First, we all need to consider our attitudes toward discipline and authority. In doing so, we shall find two trends: an abdication of authority, and vacillation in disciplining our children. We have rightly discarded the attitudes symbolized by the woodshed whipping as the basis for securing conformity through fear. Yet we must not

fail to hold our children accountable. In our entirely wholesome humane efforts to insist on children's rights, we must not forget that they also have responsibilities.

Some parents and some teachers have vacillated between the two extremes of rigid suppression on one hand and overindulgence on the other. To control a child through fear is likely to do more harm than good. To permit a child to pursue every whim and fancy without regard for others is also a disservice. Marriage, parenthood, or job, all require both responsibility and freedom if they are to be successful.

To capriciously permit a child on one night to look at TV before homework has been done, and then to prohibit the same thing the next night is to bewilder and mislead him. Most of us are guilty at times of making threats only to fail to see the issue through. Most of us rely too strongly upon exhortation rather than upon clarity, steadiness, and firmness in handling day-to-day behavior problems.

Our faltering attitude is contagious and children are caught in the crosscurrents of the uncertainty of their elders. A growing indifference on the part of adults toward observance of law is likewise confusing and misleading to children. As children grow, we should relax controls as they demonstrate their ability to take responsibility. We should, in fact, encourage, foster, and welcome such demonstrations. Through such gradual processes youth learn the essentials of self-discipline, the basis for an orderly yet free society. A suppressive approach followed by sudden and unbridled freedom is not conducive to wholesome personal development or to good civic attitudes.

There must be no relaxation of compulsory school-attendance laws or of other State and local statutes guarding the rights of children to care, protection, and education, such as our child-labor laws.

For decades now we have shortchanged our health, education, and welfare services. We can reduce juvenile delinquency if we will finance and mobilize manpower, skills, and materials with the same vigor on behalf of children as we did to win a war. There is no means of escaping our own responsibility.

Educational and social services are not charity. They are sound investments in the well-being of every community and the Nation. Health, education, and welfare must be given the same priority as national defense, and for the same good reasons. Any retrenchment at this time would be unthinkable and indefensible.

The CHAIRMAN. Thank you, Mr. Taber. The Chair wishes to commend you for this very fine statement.

Mr. TABER. Thank you, sir.

The CHAIRMAN. It is a real contribution to the cause we are engaged in.

Counsel, have you any questions?

Mr. BEASER. No questions.

The CHAIRMAN. I would like to ask you, when was the division of pupil personnel and counseling established in the city of Philadelphia?

Mr. TABER. 1942. Previously it was the bureau of compulsory education, and at that time we had added the counseling function.

The CHAIRMAN. Do you have an advisory group?

Mr. TABER. Yes, we do.

The CHAIRMAN. How is that advisory group made up?

Mr. TABER. Principals and counselors to committees, elementary and secondary levels.

The CHAIRMAN. You find that this works out very successfully?

Mr. TABER. Very successfully. The fact that parents and principals of schools besiege the superintendent for more counseling service I think speaks as effectively as anything I know.

The CHAIRMAN. It has been your experience that this arrangement has reduced delinquency in the great city of Philadelphia?

Mr. TABER. I would think so.

The CHAIRMAN. Would you be able to speak percentagewise?

Mr. TABER. I do not think it could be measured because we have certain problem changes. For instance, all the exodus from the city has been to the outskirts where homes are owned. They are homes where conditions are more favorable economically and socially and otherwise. Where the average I. Q. in high school was 110; of those that left and moved out it was 120. So we are no longer a cross-section of the population of Philadelphia.

The CHAIRMAN. Do you have any real slum problems in Philadelphia?

Mr. TABER. Yes, we do.

The CHAIRMAN. Are they being corrected?

Mr. TABER. The housing association and the redevelopment authority have done much, but, as you know, it is being cut off, and a number of the projects that were underway will not materialize.

The CHAIRMAN. As you know, this subcommittee is coming to Philadelphia on the 14th and 15th of this month, and we will go into some of the Philadelphia problems on arrival there. Thank you for coming all the way down here.

Mr. TABER. It is a pleasure to be here.

The CHAIRMAN. The committee is greatly honored today by the National Probation and Parole Association. We are particularly happy to get a jurist who is very much loved in this community, in this great Capital City. I am going to ask Judge Laws to introduce in his own chosen manner the members of his parole association.

STATEMENT OF BOLITHA J. LAWS, CHIEF JUDGE, UNITED STATES DISTRICT COURT FOR THE DISTRICT OF COLUMBIA

Judge LAWS. Thank you.

The CHAIRMAN. I want to say we are also very grateful to Judge McKesson for coming all the way from California. We have heard very much of his reputation in this field, and we are proud to have him here today.

Judge LAWS. Mr. Chairman, my name is Bolitha J. Laws, chief judge of the United States District Court for the District of Columbia. However, I appear here today as chairman of a committee appointed by the board of trustees, and from the board of trustees of the National Probation and Parole Association, to cooperate with your subcommittee in the fine efforts which you are expending in this field of juvenile delinquency.

The CHAIRMAN. I might say, Judge, we have enjoyed your cooperation and full cooperation from the moment the committee was established.

Judge LAWS. Thank you, sir.

I would like, if I may, to speak a very few minutes at this time by way of suggesting what will probably be the main theme of our pres-

entation of this subject, and then introduce the first witness, and if I might have a short time at the end to make a certain brief summary of what I have understood we have been able to present.

The CHAIRMAN. Indeed you may. You proceed as you choose.

Judge LAWS. We of the National Probation and Parole Association believe there is no single factor which will do as much to solve the problem of juvenile delinquency in the Nation as the making available of adequate and able probation and parole personnel and facilities.

Now I know that is making a rather bold statement, but I think that we shall be able to develop that this approach to the problem is perhaps one of the most vital approaches that could be made by way, as I have said, of any single factor. This approach applies both to the State and the United States programs because the line which separates the two is a very narrow line.

We know perfectly well that if we think a subject through, we do not solve the problem in any community by affording only effective procedures in the United States program, and leave it in a state of undevelopment as far as the programs in the States themselves are concerned. So, therefore, our theme will relate to the combination of the program by the United States, with that of the States, to the end that both of these shall be adequate, and each will implement the other.

The ideal approach to crime solution, of course, is through an endeavor to prevent the commission of crime to the extent possible and to set up a program with respect to the youths and the juveniles so that they are not tempted to go astray, but it is inevitable that some will commit crime, and we must attempt to prevent crime.

I think there are some who still hold to the view, which many of us believe is an outmoded view and an antiquated view, that punishment is the best means. As a practical judge, I know we must punish in some instances, and I know also punishment has a certain deterrent effect. In some instances it is absolutely essential for the protection of the public.

But a far better solution to the crime problem is by means of rehabilitation. Too often those who emerge from imprisonment, having lived behind bars and having lived in association with other criminals, soon repeat and become recidivists. Therefore, we do not in those instances solve the crime problem, but on the other hand, if it is possible once a person is released either on probation or parole by means of effective approaches and procedures, if it is made possible for him to have an outlook on life which makes him want to become a good citizen, he has the means to do it, and then we find the best solution to crime.

That is not easily accomplished, and as we shall undertake to point out, cannot be accomplished by those who do not have training, do not have very careful training in the field.

So, therefore, the principal theme, as I have mentioned, of our presentation today will be to let us set up approved procedures in various parts of the Nation, both State and United States agencies, which will first diagnose the youth who might be capable of being rehabilitated, and so far as possible bring that about.

The CHAIRMAN. Excuse me, Judge. The Chair will note the presence of the distinguished Senator from Missouri, Mr. Hennings.

Senator HENNINGS. Thank you, Mr. Chairman. I must apologize to you and to Judge Laws and the others, but I was tied up in another meeting. I am glad to be here to hear Judge Laws' testimony.

Judge LAWS. This is simply an introduction, and I have almost completed it now.

I will say that there are a great many people who think, and they may be correct, Father Flanagan was one of them, that you can rehabilitate every type of youth and that no one is essentially bad. Whether that be true or not, it certainly is possible, if you have effective and skilled means and facilities to accomplish rehabilitation, it will be accomplished in a great many instances. Therefore, as I say, the big thought that we want to try to get over today to you, if we can by means of our very skilled and experienced witnesses, is to let us get these facilities, State and United States, supplementing each other to the point where skilled probation officers and parole officers with excellent facilities and well-thought-out plans will bring about this program in the first place, to the extent possible of preventing crime, or if crime has proved to come to pass we can set up these procedures that will bring about the rehabilitation.

Now the first one that we would like to speak on this subject matter is the executive director of our association, having been such since 1945, a period of 9 years, during which he has devoted his full time to working out problems of probation and parole throughout the entire Nation. There is scarcely a part in the Nation that he has not touched and studied, having made extensive efforts both in respect of State procedures and those of the United States courts.

That study has been made by him with respect to juvenile youths and adults so that he knows the whole field. He was formerly chief probation officer of Los Angeles County in California, and I know of few men in this Nation who have the equal of education and experience, practical and otherwise, that this witness has.

I should like very much, therefore, to present to you Mr. Will C. Turnbladh, executive director of the National Probation and Parole Association.

**STATEMENT OF WILL C. TURNBLADH, EXECUTIVE DIRECTOR,
NATIONAL PROBATION AND PAROLE ASSOCIATION, NEW YORK
CITY**

The CHAIRMAN. Mr. Turnbladh, the committee welcomes you here today. We are proud to have you and your distinguished colleagues gracing this table.

Mr. TURNBLADH. Thank you.

The CHAIRMAN. Before we have you state your name and address and association for the record, may I ask Judge Laws this one question? Judge, you spoke of the adequacy or inadequacy of the parole personnel and facilities. Are you familiar with the facilities here in the District of Columbia?

Judge LAWS. Yes, I am to some extent, and I think they are quite inadequate in my own court as well as in some of the others.

The CHAIRMAN. Thank you.

Judge LAWS. This program that is mentioned here and will be detailed to some extent by the other witnesses will apply to the District of Columbia, I do not have the slightest doubt.

The CHAIRMAN. I am sure.

Senator HENNINGS. Mr. Chairman?

The CHAIRMAN. Senator Hennings.

Senator HENNINGS. Mr. Chairman, and before Judge Laws for the moment yields the stand, because of the great respect and admiration I have for Judge Laws, having known him and of his career as a lawyer and jurist, I would like to ask the chairman whether there has been anything said in the hearing this afternoon thus far about the waivers, juvenile court waivers?

The CHAIRMAN. There has been no testimony on that.

Senator HENNINGS. I do not know whether Judge Laws would like to make a comment on that or not.

The CHAIRMAN. The Senator is referring to the waiver system or lack of it here in the District.

Judge LAWS. I am not unwilling to do it. I found myself with the minority group, which happens, incidentally I found out in New York yesterday, to coincide with the National Probation and Parole Association. We did not check on that, but I do think contrary to the majority vote here in the District, that the waiver should be by some judicial officer or officers rather than by the district attorney.

We think oftentimes in terms of personnel, when we think of officers, and I do not know an abler or finer district attorney than Leo Rover, so that if he might be the permanent one to decide on waivers possibly it is all right, but I think we should not have an advocate make a decision on a subject matter of that type. It is a judicial function.

Now, this matter of waiving is a matter of very serious concern, and it may depend very largely as to whether the facilities of the United States Court, which is my court for the District of Columbia, to provide for the youth in a given case are as good as the facilities of juvenile courts. If you get this youth correction authority in full force and effect in the District of Columbia, and I am begging for that, as you probably have seen by the press, then probably we can have more waivers.

The CHAIRMAN. I commend you for that.

Judge LAWS. But it seems to me that is essentially a problem for a judge, and I think Mr. Spencer, Commissioner Spencer's idea, and some of the others, even though my probation officer gave the deciding vote otherwise, which he had a perfect right to do, I think the view taken by Commissioner Spencer and some of the others—I believe he is in the minority, too, with the Commissioners—I think that is the better view.

Let the judge do it, and if necessary, take it up to the municipal court of appeals overnight, and let that presiding judge do it because I think it is a judicial function.

As I say, I was much electrified to find from this very association, Mr. Turnbladh yesterday, that he had sent a telegram to you strongly advocating that very same proposition. We had not even connived on it, but I was happy to find we think in the same way.

Senator HENNINGS. May I ask the judge because of his enlightened point of view on this and so many other matters, and his great experience and understanding, do you, Judge Laws, know of any jurisdiction anywhere in the country where the district attorney has the sole determination as to the waiver?

Judge LAWS. I am really not informed about that, Senator Hennings.

Senator HENNINGS. A district or prosecuting attorney?

Judge LAWS. I really do not know one way or another. I do think my friend, Judge McKesson, can tell you what goes on in California. He may know more about that, and also Mr. Turnbladh, than I.

Senator HENNINGS. Judge Cockrill testified, I was very much surprised to learn, that the United States attorney had no notice of the proposed granting of waivers or the refusal of waivers. The question of the consideration of waivers was never presented to the district attorney. I had never felt that the district attorney should have authority in the matter.

It seemed to me that doubtless though he should have notice and the right to appear, it is certainly a judicial determination; is it not?

Judge LAWS. All of us think the lawyers ought to have their day in court. I agree with you that the district attorney should be present and possibly the lawyers for defense ought to be heard. My point is it is a judicial function. But we always call our lawyers as assistants to the court, and I love that idealistic approach, to advise us.

Senator HENNINGS. We learn, of course, Judge that the applications were made by the Police Department.

Judge LAWS. Yes.

Senator HENNINGS. And that the United States attorney had no part whatever in these determinations.

Judge LAWS. Yes, I think that is true.

Senator HENNINGS. I think I can certainly agree with the point you have expressed, the point of view you have expressed, that is to say, that it is a judicial determination, and not for one charged with representing the United States in prosecutions to determine.

Judge LAWS. The district attorney is a public officer, but he is a litigant, and the lawyer for the defense——

Senator HENNINGS. He is the plaintiff.

Judge LAWS. Has a place in that procedure himself. I think we ought to hear them on both sides and then come to a wise or unwise decision. If it is unwise, let the appellate judge turn it back overnight, which he can do readily here.

Senator HENNINGS. Thank you very much, Judge.

Thank you, Mr. Chairman. I was anxious to have the judge's expressions on that.

The CHAIRMAN. Now, Mr. Turnbladh, will you proceed?

Mr. TURNBLADH. The name is Will C. Turnbladh, executive director for the National Probation & Parole Association, New York.

Mr. CHAIRMAN. Senator Hennings, I would like to say at the outset that those of us who are practitioners in this field and who have been working at it throughout the country have a very real appreciation of the leadership that you and the members of this committee have given, that quality of leadership that you have given, in an effort to get at some of the causes and problems of delinquency.

We feel that it is very easy to sensationalize the subject of delinquency. Your committee has gained the real respect of the National Probation and Parole Association and the practitioners throughout the country by the very solid way in which you are proceeding. I thought you ought to know that we appreciate the way you are proceeding.

The CHAIRMAN. We are grateful for that. We have tried to do our duty in an unspectacular way.

Mr. TURNBLADH. The bulk of our presentation to you, and it will be relatively brief on the part of each one of the participants, will be given by Judge Murphy, Judge McKesson, and Judge Edwards. I would be glad to contribute to any question whenever possible.

I would just like to refer to the National Probation and Parole Association, which has been working for many years in this field throughout the country. We have a distinguished board of trustees composed of laymen, judges, probational administrators, lawyers, 41 in number. One of the chief probation officers of that board, one of three chiefs on that board, is here today, Mr. Murphy. Another trustee, Carl Holton, was before this committee. We do not have a window-dressing board but a board of very dedicated people. We have a professional council composed of about 90 probation and parole administrators from all sections of the country.

We have a relatively new advisory council of judges, which many throughout the country feel is one of the most significant developments in this field in the last few years. Chief Judge Laws is the chairman of that; Owen J. Roberts, former Supreme Court Justice is the honorary chairman; Judge Edwards is a member, and also Judge McKesson. That is our effort, gentlemen, to create leadership and channels for leadership through the judiciary itself throughout the country.

They have drawn from leading judges of the criminal courts and domestic relations courts and Federal, State, and local because I think many of us realize that much leadership has to come through the judiciary itself.

Now the National Probation & Parole Association was incorporated in 1921, with a long service before of about 15 years. We have promulgated standards, worked with the children's bureau, for example, on the promulgation of standards, we have developed model laws, the standard juvenile court, which was originally in cooperation with the children's bureau, and subsequently has been reissued by the National Probation & Parole Association in revised form four times.

The provisions of the model act have been incorporated in most of the State codes. We also have an adult probation and parole model act.

Last year, for example, and I will go over this briefly, we were in 250 communities throughout the country at the request of administrative bodies in those communities or civic groups, bar associations, judges, on a direct service program to help them meet their problem peculiar to their community, their problem of delinquency.

We are a shirt-sleeve organization, a working organization. We conduct surveys, extend consultation service, but our studies and services are directed toward securing action, because no matter how much theorizing we can do on this subject of delinquency, there is a tremendous amount of solid action that needs to take place on the local community level.

The only way that can be done is by community impetus itself with what technical help and guidance can be brought to them.

The CHAIRMAN. Is that not the key to the whole thing?

Mr. TURNBLADH. We think it is a major key.

The CHAIRMAN. A major key, at least.

Mr. TURNBLADH. Yes. We have a staff. When Judge Laws referred to myself, he was referring I know to the staff of the association. We have a staff of 14 professional specialists in various aspects of delinquency and crime, particularly probation and parole detention and juvenile courts. They are the ones that have gone in on a direct service basis to these communities. It is more than a little encouraging with all the discouragements, with all the conditions we see throughout the country, it is more than a little encouraging the initiative and leadership that can come to the State level when they are given guidance, encouragement, and support, and the benefit of experience of other communities throughout the country.

We would like, Mr. Chairman, with your permission and that of Senator Hennings to have Mr. Murphy speak briefly, Judge McKesson, and Judge Edwards. Mr. Murphy is chief probation officer of Essex County, New Jersey, formerly chief probation officer of Erie County, Buffalo, N. Y. He has been on our board of trustees for 30 years. He is a distinguished, experienced practitioner, administrator, in this whole field of probation.

He is called in to various centers of the country to give institutes, training sessions, and consultations. His experience and knowledge, I am sure, can be of value to the committee. Mr. Joseph P. Murphy.

**STATEMENT OF JOSEPH P. MURPHY, CHIEF PROBATION OFFICER,
ESSEX COUNTY, NEWARK, N. J.**

The CHAIRMAN. Mr. Murphy, the committee welcomes you here today. I am very proud to have you here because I know of your great record and I know you are a neighbor and constituent.

Mr. MURPHY. Mr. Chairman, it is a happy privilege to come here today before this committee, and I think I can be excused for having what I consider to be a pardonable pride in coming before a committee of this character, over which a distinguished Senator from my own State is the chairman, and who has given leadership, as well as have the other members of the committee, to this problem and doing more than can be recognized at the moment to arouse the communities of the Nation to the seriousness of this problem and the implications of it.

Senator HENNINGS. Mr. Chairman, before Mr. Murphy starts I want to say I am very glad to see you here today, sir. Before we get away from this, do you think this subcommittee really is doing any valuable work that is far-reaching, that it is doing more than scratching the surface, and if I may add another part of that question, if you or any of you gentlemen who are here have any suggestions to make to us we would be grateful for them.

Part of the task of this committee, of course, is to draw some public attention to the problem; whether it be chronic or acute is something which we may in our own respective judgments reserve unto ourselves for our own judgment, but it must be met, faced and dealt with as it should have been yesterday and will have to be tomorrow.

With that in mind, whether that is in the course of what you have prepared or not, would you give us some comment as to that?

Mr. MURPHY. I would be very happy to do that, Senator Hennings, because I think it is a fact that the approach of this committee has

been probably, shall I say, more constructive and will prove in the long run to be of more lasting effect in the local communities, than some of the other efforts of the Government.

I came down here in 1930 or 1931 during the studies of the Wickersham Commission into the Federal procedure in handling children. I took part in the Attorney General's Conference on Crime in 1934 and spoke with some distinguished people in that conference. I took an active part in the Attorney General's Conference on the Control and Prevention of Delinquency in 1946, and I am back here today, and I think that I must say, that so far during the past 3 or 4 or even 5 months, the publicity which has emanated from this committee has reached down to a lower level and has made the public more conscious of what was being done here in Washington than ever before.

One of the difficulties of the 1946 conference was that no continuing action was carried out to have implemented at the local level the recommendations of that conference. Senator Hendrickson has toured the State of New Jersey, and other members of this committee have done likewise in their own respective States and in other States, and you are certainly getting down to the lower levels.

Senator HENNINGS. The press, I might say, is very much amused by your reference to the "lower levels." I do not know whether there is anything amusing.

Mr. MURPHY. You do not want me to go any further on that, do you?

Before I go any further, Mr. Chairman, I think that I owe a duty to express approval and support for what was said here by the representatives of the National Public Education Association. I particularly want to commend what was said by Mr. Taber, whom I have known for many years and have highly regarded, a man with his feet on the ground always, and he certainly did not get off the ground with his feet today. He made a scholarly presentation with material that should be useful to this committee and is of great value in the prevention work of delinquency in the public schools.

Now, I should like to add just a word to what Mr. Turnbladh said and discharge, if I may, a debt of gratitude by a practitioner in the field for what the National Probation and Parole Association has done for all of us throughout all these years. The association has given much aid of a technical nature to the probation field, probation and parole in all of the communities of the country, not only in the matter of holding conferences annually in various parts of the country, in the great amount of literature and studies that have been distributed through the association, in the matter of research and specific studies made of various aspects of juvenile court administration, probation administration, and other related subjects in all of our communities, but in many other ways, and I sincerely hope that this committee might seriously consider finding a way through which the activities and the functions of this association which are now widespread throughout the country may be given even greater usefulness in connection with this problem.

I go on from there, Mr. Chairman, and say that one of the things that has impressed me more than anything else about all of the studies that have been made is that very few of the recommendations have been carried out actually on the local level. Some of the recommendations of the Wickersham committee are still valid today and still

unaccomplished. Many of the recommendations of the 1946 conference are just as valid today as they were when they were made and still very few of them have been put into operation in very many communities.

So that one of the biggest, major, needs in this whole field of juvenile delinquency and prevention and control is to try to have implemented in our local communities some of the knowledge which we know today, and have provided facilities which are necessary to carry out the treatment of delinquents in their control and prevention.

In the matter of probation personnel, parole personnel, as well as juvenile courts and juvenile court judges, there we have a somewhat deplorable condition when you consider the fact that the juvenile court is some 54 years of age, and still in many sections of the country, we have juvenile courts in name only, and in many instances, no juvenile courts, and where there are juvenile courts many of them are poorly or inadequately staffed, and they have no opportunity to carry out the functions of the court in the manner in which the legislatures of the various States have intended.

So that many criticisms are offered of the present method of handling delinquents, but it is justified for the reason that we have never given the agencies, or the facilities which we have set up to handle this problem, an adequate staff or facilities to carry out the work, and consequently, any evaluation of those facilities would be unsound for the reason that they have not the means to carry it on.

Yesterday in New York, Judge Cooper, chief judge of the Court of Special Sessions, made this very pertinent remark. He said that no medical association, no doctor, would make recommendation for the establishment of any medical program which would include, or rather which would not include full diagnostic facilities, full surgical techniques and skills and facilities and no postoperative care.

Now we are doing more than that in the juvenile courts. We have the surgical facilities, we give the judges the authority to dispose of these cases, but we provide them with no diagnostic facilities. We bring to them no adequate personnel or social studies upon which they should base their dispositions, and we are woefully lacking in providing them with postoperative care, which is probation or social casework treatment.

Now the only way that the dispositions or the orders of the juvenile court can be implemented is through the social workers or the probation officers of the court. And we find this rather unfortunate situation today in the United States. We have approximately 7,000 probation officers at work in our 48 States, and we need approximately 40,000 to do the work that is required. Fifteen thousand of those forty thousand should be at work full time in our juvenile courts, but the juvenile courts have no adequate facilities to carry on their activity.

Not only do we need more probation officers or social workers in these agencies, but we need better qualified personnel. There is a great disparity in the qualifications now required for the appointment to the position of probation officer.

When a court places a youngster on probation, he expects that that youngster, as Judge Laws has just said, will be rehabilitated, re-educated, guided, and remodeled in behavior and character. But you

cannot do that with inadequately prepared people who do not have the proper understanding of the psychology of probation or behavior, of the sociology of the community in which he is operating, and of the agency particularly, whom he must call to his assistance in having the kind of work done that is required. So, what is needed today is some method by which probation officers, when appointed, will have the kinds of qualifications which are necessary to do this important job, and not only have it when they are appointed, but through some means, receive continuing education on the job.

Here is a field in which I think the Federal Government can be of great assistance, and this subcommittee could do a great service by making such recommendations. In the field of child welfare, the Federal Government through grants-in-aid has made it possible for child-welfare workers to receive the kind of continuing education which is necessary, as a matter of fact, before appointment and after appointment, through scholarships and through extension courses in our universities.

If the same thing could be done in the field of correction for the probation officers who are appointed to do this very important and skillful work in the handling of juvenile delinquents, it would do a service to the whole country in that respect.

Now, when the juvenile court system was first established in Chicago, very few colleges had courses in sociology or psychology; but, today, we have some 30 or more schools in social work. Almost every college has courses in psychology and sociology, and consequently the State governments, through the agency, the main agency equipped to handle the problems of correction, might be provided with funds through which this kind of education may be secured, and better trained and prepared probation officers placed on the job.

Now in connection with that, Mr. Chairman, I think the greatest need in the field of juvenile delinquency control and treatment is the establishment of adequate detention facilities.

In only relatively few communities of the country are there adequate detention facilities where children might be detained, before a hearing in court. In many, many places, as this committee has undoubtedly discovered, at the present time children are confined or held pending hearing in court under most deplorable conditions, conditions which really aggravate and really habilitate youth to delinquency behavior rather than to prevent the development of any more extensive habit patterns in that respect.

Consequently, if something can be done to bring to the attention of our various communities throughout the country a recognition of the need for better and more carefully administered detention homes, this committee would do a great service to all of us in the field, and to all of the communities.

There are one or two other things, Mr. Chairman, that I shall attempt to handle very briefly. One has to do with the importance of the National Probation Association in the preparation of legislative bills and in the planning of legislation for the various States, and for probation and parole departments throughout the country.

You may not be aware of it—perhaps you are because a representative of the association has served with your committee here—that the National Probation and Parole Association many years ago, and has

continued such service, prepared a standard juvenile court act which has been the authoritative legislation in this field for many years. That standard juvenile court act has been recently revised. Before it was revised, the association was in close consultation with the representative of the Children's Bureau here.

The CHAIRMAN. May I ask counsel whether we have that in our file?

Mr. BEASER. Yes, we have.

Mr. MURPHY. I might also say that there is a State administered probation system act which the association has prepared and which is now under general revision and which will be issued by the association very soon. Procedures and Practices for Additional Probation and Parole.

The CHAIRMAN. Counsel advises that we also have that in our file.

Mr. MURPHY. Now, Mr. Chairman, just one more thing.

I have been asked to talk about the use of records of appearance and adjudication in juvenile courts of the country.

I. and I'm sure all of us, who have been in this work for many years, deplore it. It is the policy of the National Probation and Parole Association to disapprove of the use of juvenile court records in any other legal proceeding or at any other time in the subsequent life of the juvenile, where the production of such a record may be now harmful to him. I could recite to this committee some of the most tragic experiences of my life where juveniles in the careless years of their lives, when they were not fully developed mentally and had not the full control of their mental faculties, committed certain juvenile offenses, and the record of such conduct appearing in juvenile court has risen up to plague them throughout their entire life.

If this committee could do something to bring some conformity throughout the country in connection with the use of these records, it would be a helpful thing. I would commend to you the rules of the Supreme Court of New Jersey on this subject, recently adopted, in which the records of the juvenile court have been placed in two categories.

The CHAIRMAN. You are referring now to the latest revision, are you not?

Mr. MURPHY. The latest revision. First the procedural records and then the social records. And the use of such records is specifically defined and described, and the interest of the children at all times are protected as a result of that procedure.

I would hope that this committee would look into that before you make your final report.

With that, Mr. Chairman. I thank you for the graciousness with which you have conducted this meeting and the opportunity to appear here.

The CHAIRMAN. Thank you, Mr. Murphy.

Senator HENNINGS. I would like to ask Mr. Murphy one question because he has brought up a subject of great interest.

Mr. Murphy, we know in some States there are provisions, as there are in the District, for the confinement of certain juvenile offenders who have not heretofore been convicted, or certain offenders who have become adults, but who are first offenders, never having been convicted even of an offense as a juvenile.

I believe in my own State the so-called intermediate reformatory at Algoa comes in that category. We know that the police records often reflect juvenile arrests and juvenile convictions, and that those cards—the so-called pink cards in some places—are placed in the file of the case which the prosecutor is comparing for his guidance and for his later use, should the conviction be one which is not a juvenile conviction, and for the purpose of cross-examination about other offenses, should the defendant take the stand.

As a practical matter of record keeping, how are those segregated in New Jersey under the law and under your procedure?

Mr. MURPHY. Well, the record of a child against whom an adjudication of delinquency has been made in the juvenile courts of New Jersey, if the child is under 16, may not be used in any other legal proceeding against that child. Consequently, the prosecutor would not be permitted to present that evidence during the course of the trial.

Senator HENNINGS. I think that is true in most States.

Now, of course, some are border line convictions where the prosecutor cannot always tell. Oftentimes, the defendant says he is younger than he is so that a conviction at a certain age might or might not be, depending on what age he gives to the police in a certain place.

Now, what more particularly disturbs me is that there must be some record, must there not, for the guidance of the courts and the prosecutors as to even a delinquency record, where the law provides that a first offender, let us say, embracing the ages from 21 down through the juvenile years, may be sent to a certain institution?

Mr. MURPHY. Now, at the point of sentence, the court is given the right to inspect those records and has before it the record of the juvenile that has appeared in the juvenile court, prior to the appearance in criminal court, so that the court is aided at that time in making its disposition and in deciding which is the best alternative in the way of sentence that might be applied, whether it is to be an institution, whether it is to be probation, fine, or suspension of sentence.

There is no prohibition in our law against the court having that knowledge at the time of sentence because then the child or the offender may be helped as well as harmed.

Senator HENNINGS. That is true.

Mr. MURPHY. And we have no prohibition against that.

Senator HENNINGS. The court gets that from the police records?

Mr. MURPHY. No, from the probation department. You see, in New Jersey, we have 21 counties; we have 21 probation departments. And each probation department serves all the courts of the county. The treatment service applies to the juvenile courts, the domestic relations courts, the municipal courts, and the criminal courts, so you have a concentrated, coordinated department in each county where all of these records are held. The court is able to have access to those records without any difficulty.

Senator HENNINGS. Thank you very much, Mr. Murphy.

I wonder if we could have some reference, for our benefit, more specifically to that system in your State, Mr. Chairman. It is very important.

The CHAIRMAN. I was going to instruct the staff to obtain that information immediately for our study.

Thank you very much, Mr. Murphy. You have been very helpful and have made a great contribution.

Judge Laws, do you have other witnesses?

Mr. TURNBLADH. Judge Laws asked us to introduce each one of our witnesses. Judge William B. McKesson is a judge of the Superior Court of California and is judge of the juvenile court of Los Angeles County. He was for a number of years a county counsel of Los Angeles and has an intimate knowledge of the administrative problems of the large county, the court, and probation department and detention before he came on the superior court bench.

He was appointed to superior court in 1944. He was later appointed a member of the Board of the California Youth Authority. He served for 2 years as a member of that board.

I am sure you gentlemen recognize this as one of the most forward-looking programs in the entire country.

In 1947, he returned to the superior court and has presided in the juvenile court since that time.

The CHAIRMAN. The entire country has a high regard for Judge McKesson. The committee is very grateful, as the chairman indicated before, to you for coming all the way from California to give us the benefit of your broad experience. Your record is one which is known nationwide.

Judge, you may proceed in your own way.

STATEMENT OF WILLIAM B. McKESSON, JUDGE OF THE SUPERIOR COURT OF CALIFORNIA, AND JUDGE OF THE JUVENILE COURT OF LOS ANGELES COUNTY

Judge McKESSON. Mr. Chairman, Senator Hennings, the introduction by Mr. Turnblad, and the commentary remarks by you, sir, put me in the same field that Zeke had down in a little town in our State where he read a very glowing ad about certain seed that would raise a crop. He sent for seed and the crop did not come up. So he wrote back to the seed distributor and said that the man who wrote the ad had not written the book. So the man who made the introduction and made the speech is the expert and not I.

I am serious about that because I am not an expert in this field, gentlemen. You cannot get to be an expert in the field of human relations in 10 years. It has only been 10 years that I have worked in the juvenile court field.

Senator HENNINGS. Who are the experts, Judge? Do you meet many?

Judge McKESSON. The most startling thing about this field is that I have met more experts in this field than any other field I have ever worked in.

Senator HENNINGS. Do you not find, too, that their degree of expertness accelerates and increases with their lack of experience and understanding?

Judge McKESSON. I have never made a speech to a church, fraternal, scientific organization—and I make 50 of them a week—when at the conclusion of it somebody did not come to me and say: "Judge, I have the answer. This is the answer." They all have one answer, but it is never the same. So I get 50 different experts every week.

Senator HENNINGS. You will agree with me that after virtually every meeting there are people who know it is all comic books, it is all broken homes, it is all narcotics, and it is all war.

Judge McKESSON. I see the same people who have been talking to you have been talking to me.

Senator HENNINGS. They cover a lot of territory.

Judge McKESSON. As I started to say, I did not come into this field from municipal corporate law. That is where I obtained professional experience. Governor Warren appointed me to the bench. I was on the bench a few months. The committee of judges waited for me, and said I should come into the juvenile court.

I explained to this committee several reasons why I should not be coming into the juvenile court. With these reasons I gave I thought I had an adequate answer, until they finally said: "After all, Bill, you are the newest judge on the court, so you haven't any choice in the matter anyhow."

That is the way I got in the juvenile court field. That is unfortunately the way many judges get in juvenile court, not because of prior training or experience they have had, qualifying them to sit in what I consider to be the most delicate court we have today. If I make a mistake in the trial of a civil case there are higher courts to set me right on errors of law. But even if they make an error and some adult has to pay some money to some other adult, we human beings get over those things fast. But as I sit during the day and look in the faces of 25 boys and girls who are in court with their parents, I constantly say to myself, "If I make a mistake in the trial of this case today, I won't know tomorrow." The next year or 5 years from now, perhaps, we will know whether the answer was right or wrong. It is an extremely heavy responsibility, therefore, that one who sits in juvenile court has because he is dealing with the future life of a boy or girl.

Yes, in fact, he is dealing with the life of America, because if he makes too many mistakes, all across the Nation we are going to lose a lot of mighty fine citizens that America can't afford to lose.

Eighty-four thousand four hundred and nineteen boys and girls in my State last year came in contact with police officers. Now, far be it from a Californian to admit there is anything we can't overcome, but we can't overcome the loss of 84,000 kids a year. No State can afford to lose the boys and girls.

We have to do something to rehabilitate the boy and girl who get into difficulty.

At the outset, gentlemen, I have not any prepared statement because I thought if I could be of any value to this committee it might be by way of question and answer rather than by way of formal presentation.

Before I offer myself for that punishment, there are 2 or 3 things I should like to say that I have now got a conviction about that I didn't have when I went in the field. I think, perhaps, one of the reasons I have these convictions is because I didn't have any prior convictions. I didn't have any program to sell and I was not a fanatic in the field when I entered it. I learned as I went along.

The one conviction I have is that juvenile delinquency is not going to be solved by the police officers of any community, whether in the local area, Federal area, or State area.

This is a cooperative job, a job where parents, home, school, community, must all work together.

I was delighted to be here to have the opportunity of hearing these representatives of the National Education Association, and what they had to say about the part the schools must play.

I have been emphasizing that in my own area, and the members of the Parole Association likewise. I have been insisting that we get greater cooperation.

It is true, as Mr. Flora has said, people in the classroom and playgrounds of our schools have perhaps the first opportunity to detect delinquent conduct, strains or delinquency, that may become serious unless nipped in the bud at the right time.

One other thing he said was that the cases they made a survey of in his city were not the serious cases.

Well, I happen to be the unfortunate person that last year had 12,667 boys and girls go through the juvenile court of Los Angeles County, which in volume of business, as they say, makes it the largest juvenile court in the world.

They were serious; they were rapes and murders and armed robberies and burglaries.

The CHAIRMAN. Did you find more serious crime among the younger groups all the time increasing?

Judge McKESSON. No. When I was in the juvenile court first in 1944 and 1945, the greatest number of boys in the court were the 16-year-old boys.

You understand, the California law goes to the age of 21, although it is discretionary jurisdiction between 18 and 21. Actually, we operate for the most part on boys and girls under 18 years of age, but we may have some 21. The largest number were 16. The largest number at the present time are in the 17-year age bracket.

Rather than dropping down, it has actually gone up.

What I mean by saying it is not a matter of law enforcement alone is that we have to have lots of kinds of facilities, and the juvenile court is one of the facilities in this picture, and it is not claiming any exclusive right to the solution of this problem.

Here I should like to emphasize and underscore what Judge Murphy has so well said by word of congratulation and commendation of this committee. For the United States Senate to call to the attention of the American public the fact that juvenile delinquency is a matter of serious concern, has been a very stimulating thing.

You gentlemen do not have any conception, I think, of the inspiration that you have been to those long-suffering, frustrated volunteer workers who have been working in the youth service field over many years. They have been doing it under wraps and behind closed doors.

Nobody knows the valuable things they have done, or the countless hours they have taken walking the streets to help some kid.

They now feel that the matter, because it is recognized nationally through your efforts, spurs them on to more endeavor. That is what we need, more people working in this field, professional and nonprofessional alike.

I am deeply indebted to you, not only for affording us the opportunity to be heard, but for the grand job you are doing in making this matter a matter of national concern.

The CHAIRMAN. We need, Judge, all the people working in this field. Is that not true?

Judge McKESSON. Absolutely. We need to get over the era of blames, sir.

I have indicated to you that I have had lots of people tell me that they know the one answer. There is not any one cause of delinquency, there is no one remedy for delinquency.

But it is a matter upon which a whole segment of society have to work and we cannot accomplish the purpose in my humble judgment by blaming the other fellow.

I have heard the parents blame the school. I have heard the teacher say, "If the parents did not send us this fellow, we would not have the difficulty we are having."

Then I am hearing police officers criticizing probation officers, and probation officers criticizing police officers, and all of them taking on the courts and saying, "It is the soft court that causes the kids to do these things. How can we be expected to risk our lives driving down dark alleys to catch delinquents when the courts turn them loose?"

We do not gain anything that way. The only thing we are able to do, and this is where I think your leadership is going to enable us to do it, is make everybody understand they are all part of this thing. We all have a stake in this problem. We have to work together on it.

I certainly want to go on record with this committee, calling your attention to the fact that the juvenile court did not originate in some social worker's mind. The juvenile court came into being in a world because it was originated here in America, in Cook County, in 1899, through a survey made by the committee of the Chicago Bar Association—lawyers—and they were incensed at what they saw was happening to kids of tender years, and adolescent boys and girls locked up in filthy jails with prostitutes and drunks.

Within 10 years after that first act was passed, 10 States of the Union had established juvenile courts and within 15 years, 20 States of the Union had established juvenile courts, and by 1928, every State in the Union, with the exception of Wyoming and Maine, had established juvenile courts.

When you get a movement that sweeps across this Nation in 25 years so that every State in the Union adopts it, it is because the people recognized the value of it.

Well, Judge Murphy said to you, we have had 54 years of experience and that experience has been golden experience. We have passed our golden anniversary with the juvenile court. It can be valuable to us if we now assess its gains and probably assess its losses.

That is what the National Probation and Parole Association established the advisory council for, so that we can have a going program to determine what we need to do by pointing up what we have failed to do.

Gentlemen, in this country of ours we are not doing as good as we know how to do. One of the reasons is that we do not have the men, the money, materials, with which to do it.

I am sure that Judge Edwards, and anybody else, and certainly Judge Laws, has given us great leadership in this advisory council, and I have often said, if the judges could have the kind of equipment

and personnel they need to enable them to handle their problems, we could make a direct attack on it.

We will get it in America when your report is filed, and the people of America become aware of the fact that you people, the United States Senate, the greatest legislative body in the world, has taken enough interest in this matter to make definite concrete recommendations as to how all of us together can work in this field.

Senator HENNINGS. I was just going to say, Judge, has it not often impressed you as being a tragic thing in this world of ours, and certainly in this country of ours, that the people who have the most important jobs to do, and the most difficult jobs, jobs that really relate more to whether we are going to exist, whether we are going to progress, whether we are going to possibly be destroyed from within or without, or both—men who are trying to do these jobs as you in the courts, and many in the legislative bodies, States, and the Nation—have the greatest difficulty by way of equipment and personnel with which to do those jobs?

Judge McKESSON. That is certainly true.

Senator HENNINGS. You never have enough time, do you, during the day?

Judge McKESSON. No, I do not have enough time to do half as good a job as I know needs to be done, and deserves to be done, and has to be done.

Senator HENNINGS. I am sure the chairman will bear me out, that we do not have the equipment. We are trying to do a thousand and one things.

Judge McKESSON. There is too much to be done. I spent 16 to 18 hours every day in my life working in this business, not because I am an expert, but because I think something needs to be done, not because Bill McKesson is going around blowing his horn in southern California or across the State.

What has happened there is that there have been a lot of people attracted to this program, they are going to be attracted to it because you people have done the same thing.

Countless times they say to me, "Well, for a fellow who has had the training in the kind of professional life you live, the rights and liabilities of public office, dry, dusty, technical fields of law, how did you ever get wrapped up in this thing?"

You cannot talk to kids and parents and see the kinds of homes from which they come and see the problems that they present, and realize the inadequacy of the machinery the people have given to cure these sick and disturbed kids without thinking somebody has to take the bandwagon and perhaps do a little evangelism among the people.

The CHAIRMAN. Judge, in the light of your dedication to this work, and I can see you have dedicated yourself to it, I take it that you agree with the President of the United States when he said the greatest national resource we have is the youth of America?

Judge McKESSON. I heartily concur, I started to say, with everything that the President has said, but I heartily go along with that statement, I assure you of that. That is one of the many fine things he has said.

Conserve our national resources is what I call it. Conserve California's greatest resource, which is boys and girls.

It makes no difference how much wealth we have in our State, how much beauty we have, how fine a climate California has, if we waste the most precious resource we have—our boys and girls.

So it is with every State in the Union.

They asked me to talk about some specific things. I had better get down to doing so.

I should like to comment on the question that Senator Hennings asked with reference to the matter of waivers because I live in a jurisdiction myself and operate in a court in which the statute vests that sole discretion in the judge of the juvenile court.

I am the only judge, the other judges of California and I, who sit in juvenile courts, are the only ones that can determine whether or not we will waive jurisdiction and order a boy or girl tried in the criminal courts of our State.

As I say, we may have a boy 19 years old in our court and still keep him in a juvenile court.

I had four boys in juvenile court in January of this year, each charged with murder. Two of those boys I determined were unfit for handling in the juvenile court and certified them for hearing in the criminal court. The other two I kept.

We do this on the basis of the individual needs of the boy or girl, not on the act that he committed. That is one of the fundamental principles of the juvenile court, why did they do it is more important than what did they do.

You cannot just say that robbery by every person should receive the same kind of punishment, or the same kind of sentence. We have the mentally defective, and we have the emotionally disturbed, and we have thousands of different kinds of people.

Things that prompt one to perform this act of delinquency would not prompt another person to do the same thing. So it is with the remedy. You have to treat them as individuals.

That is the basic philosophy of the juvenile court. That was the new philosophy written into this matter that you do it on an individualized basis.

We cannot do that individualized job without an adequate staff. They are the right arm of the judge in juvenile court. They have an entirely different picture of the juvenile court than they have of adult courts. The different picture is that they come into the proceedings immediately.

Under our statute and under the juvenile court law of most of the States now, certainly the model act, the petition is filed through the probation department, not just a peace officer walking in and filing a petition. The matter is screened by the probation department. He becomes a part of the picture from the beginning.

In our State when the petition is authorized to be filed, the probation officer is the one that determines whether that boy or girl will be held in custody pending the hearing. That is, he makes that determination, but it is reviewed by the court within 24 hours under our statute.

The kid has to be brought before the court and the court decides judicially whether or not he shall be retained in custody pending the hearing.

We do not use bail, because it is not a criminal procedure. This is a court of protection; it is not a court of prosecution.

So I talk to the mothers and fathers and I make up my own mind on all the information I can get from the probation officer and arresting officer, as to whether or not I believe this boy or girl not only will be back—that is not the only concern—the concern is what will he be doing between now and the time he does come back for the trial.

In my opinion if he has an inadequate home or insufficient parents who will not be able to supervise him or will not supervise him, who neglect him, or overprotect him, and thereby harm him, it is my determination that that boy or girl should be retained in custody until the time of the hearing.

The probation officer in the meantime is obligated to be making a survey not only of the facts of the offense, if it were on offense that brought the boy or girl before the court, but also the entire social history, the kind of parents he has, the kind of school he goes to, the kind of record he has in the church and the community, youth service agency, if he has any connections; what the community thinks of him.

So they put that information into a written report. Then on the day of the hearing the probation officer does not appear as the prosecutor. He appears as the person to aid the court in helping us to work out some program for this boy or girl.

We have to do something for them. It is easy just to lock them up, if that is what you decide.

The CHAIRMAN. Judge, I do not want to interrupt your chain of thought, but you mentioned a model bill, a model statute, I think you called it, which leads me to this question. I have asked this question of many witnesses:

Do you think that if we had more uniformity in our juvenile court laws as between the 48 States that we would be much better off?

Judge McKESSON. I certainly do. As a member of the executive committee of the National Council of Juvenile Court Judges, my experience has been with them that they are all crying for a good deal more uniformity insofar as the juvenile court procedure is concerned.

Now, we have to remember, however, that different conditions exist in different States of this Union, and what may be an ideal procedural statute for one State may not be ideal for another.

Conditions are pretty strong in many areas with reference to our judiciary and, therefore, we must be mindful of those things.

But so far as the overall philosophy is concerned and the uniformity of jurisdiction and matters of that kind, I am sure that the judges—there are 3,000 juvenile courts in America, but out of them there are only 100 judges that are spending full time in the juvenile court—very definitely need a good deal more of uniformity.

Senator HENNINGS. I was very much interested, Judge, in your observation that you may have jurisdiction of defendants between the ages of 18, which is your minimum juvenile age, I gather, for the most part, and 21.

Judge McKESSON. We have them from birth up.

Senator HENNINGS. I meant minimum age when one may be treated as an adult defendant.

Now, how do you get jurisdiction? How does your court come by jurisdiction of defendants between the ages of 18 and 21? You do not have original jurisdiction, do you?

Judge McKESSON. That is correct. By practice and by policy in the larger populated areas of California, and in my county, if a person

over the age of 18 and under the age of 21 commits an offense, he is filed only in the criminal court misdemeanor or felony.

At any stage of that proceeding the court there may suspend the proceedings and suspend the matter to the juvenile court. It is discretionary with the court.

It is also discretionary under the statute as to whether or not it has been certified, whether I take him or not, because I may have information that the court there did not have.

If the kid has run the gamut of all the facilities I have, even that may not be known to the judge over there. He looks like an innocent boy and it would appear to him to be the first offense; the attorney does not know the facts and he thinks it is a first offense and sometimes that happens; the boy comes over to us and we have a long record on that boy.

As I say, if we have tried everything and we have not been able to connect with him, I refuse to accept jurisdiction. It takes a double exercise of discretion for us to get a person between the ages of 18 and 21.

Likewise, under our statute, a person between 14 and 18 years of age may be declared unfit by me in the first instance and sent over and tried in criminal court. I have done that in some instances; 16 and 17-year-old boys are declared unfit and sent to criminal courts.

We have no jury, as the Standard Act provides, and as our act provides in juvenile court. It is not a criminal proceeding and, therefore, we do not believe a jury is proper. It is a chancery proceeding, so if there is a denial of the facts and the offense alleged is one where capital punishment may result, certainly I do not think that kid is subject to the kind of inquiry we make in juvenile court, if not only his life and rights and those of others who may be co-defendants with him, are involved.

Therefore, so that he may be protected in those matters, as well as his codefendants, I will order that matter sent over and let him have an opportunity to be tried before a jury of his peers, in those matters where there is a vigorous denial on his part.

That is the reason I want to concur with Judge Laws on this matter of waiver, whether it be from the older court to the juvenile court, or from the juvenile court to the older court. It is a judicial proceeding, and in my opinion, they are the ones that should be held responsible for judicial error, not administrative error.

The CHAIRMAN. You have that authority in California?

Judge McKESSON. That is correct.

Now, the police department does not make the request before us. They do not get a petition filed until the probation officer has concurred, and the probation officer makes the report and lays the facts before us, on which we can exercise what we hope is a sound discretion.

The last question that was addressed to me was about the matter of uniform laws. As I have indicated to you, every State of the Union now has a juvenile-court law of some kind.

The mere presence of the statute is not sufficient to enable them, however, to accomplish the desired end of those who are working in juvenile court. They need to be able to implement that which the statute authorizes them to do.

There is an advantage in uniformity, but the critical need is not for new law as much as for new machinery to carry into effect the existing law.

Only about one-third of the courts in the Nation, according to our survey, have adequate facilities available to them.

It means about two-thirds of the States of the Union are operating now hamstrung by inadequate detention facilities, social-service agencies, probation service.

The CHAIRMAN. While we are on that subject of uniform laws, the thought has often occurred to me that we successfully enacted uniform laws for negotiable instruments, certain types of contracts, and all that sort of thing and we could well do it to protect our youth.

Judge McKESSON. Because of the mobility of the present population, it would be highly desirable. There would not be a constant doubt as to what the law was in this State because they came from some other State.

The CHAIRMAN. That was my thought, Judge, exactly.

Judge McKESSON. One matter that I should like to specifically mention is a matter to which this committee might address itself, and that is this matter of transient youth.

Perhaps our State is more directly affected, because when the kid starts going away from home, he eventually gets out to where his feet get wet, and so we catch him out in California.

It is the belief of our committee here that there is need for a uniform interstate procedure for the return of the minor found within a jurisdiction in which he does not live. The present interstate compact relates to the return to other States under the compact agreement of a person convicted of a felony.

Since the juvenile court is not a criminal proceeding, it is inadequate to meet that need and there needs to be, we believe, some interstate procedure—uniform—to enable States to return to the place of residence those persons denominated juveniles within their jurisdiction.

We do it in several different kinds of ways. Other States send them back to us in other kinds of ways. Uniformity would be very helpful to welfare agencies and probation agencies and courts, I am sure.

The CHAIRMAN. Judge, has the Chair been correctly informed in respect to these so-called runaways? The Chair's information is that California has the highest percentage in the country of runaways from other States.

Judge McKESSON. That has been the information that I have had from other States. I have not actually seen comparative figures as to how many residents of Michigan, for example, have been returned by Michigan to other States. Judge Edwards can speak about that.

We believe that no State has had the expense that California has had. No State has expended the amount of money we have.

The CHAIRMAN. Because of the distance?

Judge McKESSON. Because of the distance and because of the large number of kids.

As I say, they leave Illinois and move to Kansas, they stay in Kansas for a while and then they move on to Utah. Then they move on into California. Eventually we are the final repository.

In that connection, our committee believes that there is need for Federal legislation to provide means of some Federal agency for the return home of these children who are truant across State lines, without parental supervision.

The Congress in 1950 amended the Social Security Act to increase from \$3,500,000 to \$10 million, a portion of which was made available to return these boys and girls at Federal expense. It has not, frankly, so far as I have been able to learn from judges of other States, and certainly not so far as our State is concerned, been really the youth. Congress, I am sure, intended it would be because there is not adequate procedure on how to get reimbursement and make application for the expenditure of funds and so forth, and we believe that matter is certainly a matter of Federal legislation that could be given the attention of your subcommittee.

The CHAIRMAN. In the light of that observation, I am sure it will be of interest to you to learn that the staff of this subcommittee is now working on a draft of Federal legislation on this subject.

Judge McKesson. I was sure that the matter would not escape the staff you have, but I also wanted to emphasize that our committee did want to call that to your attention.

Senator Hendrickson, I have far outworn my welcome. I certainly appreciate your patience.

The CHAIRMAN. You certainly have not.

Judge McKesson. I am glad there was a break so that you are refreshed now from my tirade, because Judge Edwards is the judge of the probate court in Wayne County and, while Mr. Turnblad will introduce him, I want to say publicly to him, "Do not be concerned with what I have said; you have a fresh start."

The CHAIRMAN. Judge, you have made a wonderful contribution to this effort we are putting forth, which I hope will be successful.

Mr. TURNBLADH. By way of identification, Judge Edwards, after about 10 years of really outstanding public service in Detroit, in the city government, in all human endeavors in the city of Detroit, was made judge of the juvenile court 3 years ago in Wayne County. I think it is a fair observation that that court has made more progress in the last 3 years than it has made in the previous 20 years, which gives some example of the kind of leadership a judge can give to a court.

He will tell you that they only run to first base, but we are willing to say further along than that.

He is also on the executive committee of our advisory council of judges.

The CHAIRMAN. Judge Edwards, we are delighted to have you today. When I came back from voting I saw the seat vacant. I thought maybe we had lost you, but you are here on the job.

Judge, you proceed in your own choice way.

STATEMENT OF GEORGE EDWARDS, JUDGE, JUVENILE DIVISION OF THE PROBATE COURT, WAYNE COUNTY, DETROIT, MICH.

Judge EDWARDS. Thank you very much.

I want to join with my colleagues in expressing very real pleasure at the work which this subcommittee has been doing and of the method by which it has gone about its task.

This is a very difficult, very complicated problem, and certainly your committee has given the country an example of careful and thoughtful investigation of a matter of major national importance.

When your counsel wrote various courts of the Nation concerning the questions to which you desired to address your attention, our court staff worked for some time, seeking to answer as best we could those questions. We prepared a report to you which contains some observations on the general question of delinquency.

I think that is already in, but I would like to tender that copy for your record.

Now, for the purpose of this hearing, I have been asked by the National Probation and Parole Association, and the judicial council thereof, to talk to one particular point, and that bears on the question of what we can do immediately about the problem of delinquency which we have confronting us.

Judge McKesson said to you in his talk that we were not doing as well as we know how to do.

Senator, I think that is what every juvenile judge in the Nation would likewise want to tell you. We recognize, of course, that the preventive aspect of this problem is perhaps the most important of the various phases of the study of delinquency, and that that preventive aspect has to start with work in the home, in the school, in the community; but those of us who work in the juvenile courts are working on the firing line with the youngsters who, whatever the reasons may be, have become delinquent, in that they are violating the laws of the State or city and that their conduct is totally unacceptable to society, as of the time they are brought into our court.

Now, because we have, after 50 years of juvenile courts, still the problem of juvenile delinquency, some people are inclined to say that the juvenile court movement is a failure.

We would like to say to you, Senator, that we deeply believe that the general methods which are being followed in the juvenile courts are sound, and that they are working, and that the primary failure is that we are not given by our communities and by the people as a whole the adequate tools which we know we need to continue successfully to do that job, and to increase the percentage of rehabilitation which we now achieve.

This report which I gave you, Senator, points out that in our court we believe our probation work in the Wayne County Juvenile Court achieves a 78.1 percentage of success.

Now, we have a very simple definition of success. If a youngster has been violating the law, from the time he is placed on probation and he no longer violates the law, that is success.

If he has been violating the law to the time he is placed on probation and he continues to violate the law, that is failure.

Seventy-eight and one-tenth percent is a good percentage. We think with additional probation officers, better trained probation officers, we can increase that percentage of success.

Our boys' training schools and girls' training schools in the State—

The CHAIRMAN. In arriving at those figures, do you use all categories of offenses?

Judge EDWARDS. All categories that come before our court; yes, sir. The detail there is spelled out in fairly accurate fashion, I believe, from the records of our court.

Now, the boys' vocational schools and the girls' training schools of our State, while I don't think that their record is as high in that regard, likewise keep statistics on the youngsters who after leaving the treatment which they give them, go out and do not come back on parole as a parole violator, do not in the subsequent 2-year period become charged with violation of the law before the adult criminal courts.

I cite that merely to say that I think the juvenile court movement as it stands can be proud of what it has done and what it has achieved, but that we believe that there are a lot of things to look for in each of our communities to determine whether or not our people are actually applying the needed tools to this job.

These are the tools which our committee would like to suggest to your body as a possible checklist in your hearings, in local communities, as to whether or not the local communities are in the process of dealing adequately with the problem.

And I think in this regard, this is the opinion of the overwhelming majority of some 40 or 50 judges of the National Judicial Council.

First, we believe that there should be in each major city, a specific bureau for youth activities in the police department of that community, to investigate and refer cases in relation to juvenile delinquency.

I do not think I need to spell that out to you, because undoubtedly it has been a topic of discussion before. But it is our experience in Detroit that the greatest single forward step in the handling of delinquency in our county has been made by the inauguration of a youth bureau of the Detroit City Police Department, the biggest city in our county of Wayne.

Next we believe that each of our States, and certainly each of our large metropolitan areas, should have the services of an integrated family court, a court which takes into account not just juvenile delinquency cases, but also the cases of broken homes, divorces involving minor children, and all other major legal problems in which children are involved.

Next we believe that the courts should have attached to them an adequate probation staff, to deal with either juvenile domestic problems, and that probation staff should not only be adequate in numbers, but adequate in training.

We think that shelter facilities for neglected children should be provided separate from detention facilities. There are a whole host of areas in this country, Senator, and mine is one of them, where as of today, if a home burns down and there is no place for the children to go, as a matter of course the police officers take the children from the burned-out house, and place them in the detention home of the county, along with children who have been placed there because, well they stole cars or raped somebody, or hit somebody over the head with a lead pipe.

This is obvious nonsense. It is almost criminal treatment of youngsters who have done nothing, themselves, to provide shelter for them in this fashion.

Yet this is done in our county. We are now moving to separate them, and I trust we will succeed in doing so, with a move in this direction which has been approved by your board of supervisors.

The CHAIRMAN. While you are on that subject, what have you to say as to the adequacy of your receiving facilities?

Judge EDWARDS. The detention home itself?

The CHAIRMAN. Yes.

Judge EDWARDS. In our county I don't think our detention home is adequate. We have one which was built in 1915, and the forefathers in 1915 built very well for their period and day, but it is a large brick structure with iron bars. It looks more like the county jail than the county jail does in our particular area. It has dormitory housing for 75 youngsters to sleep—all in one dormitory.

When you get the most troublesome children in Wayne County all in 1 building and you house them 75 in a room, Senator, you already are implying some difficulties in relation to control, which just should not be there.

Part of that should have been built a long time ago by either reconstruction of this building or complete replacement of it.

We are working on this, but it is going to take quite a while to persuade Wayne County that this building is not completely adequate, since it stands there and it is substantial and the bars are good and strong.

But we need something more than that in handling children. We ought to be able to handle them in small groups. We ought to be able to handle them with friendly adult surveillance and leadership, rather than with penal methods.

The CHAIRMAN. I regret to say your Nation's Capital has a similar situation.

Judge EDWARDS. I am sure that that is true. When we list these things, we are not any of us, proud of what we currently have. We are here to confess to you that we do not have the tools which we need to do this job. We do know what some of those tools are and we would like very much to have the committee's help in calling attention to this need.

Now, the next one I was going to mention was the detention home built to modern standards, able to care for in small groups, those delinquent children requiring security.

Then the next is adequate psychiatric and psychological service for the court itself. This is the diagnostic facility. Without it, the juvenile court judge decides his matters blind. With it, he can probably find something close to the proper treatment prescription, if that treatment prescription is available.

Next, family social agency, public or private.

Next, case work and foster home service for dependent and neglected children.

Next, facilities for treatment of mentally and emotionally disturbed children as part of the mental health services of the State.

I just want to pause and say this word in relation to that, Senator. As things stand now in all of our juvenile courts, I believe, or all I have any knowledge of, we are continually faced as judges, with the problem which could perhaps be paralleled by citing an example of a doctor who was required to house a boy whose leg he had just set from a compound fracture, in a tuberculosis ward in a hospital.

We currently send youngsters whom we know need one type of service, to institutions providing an entirely different type of service, and we do it only because we don't have the services which we know we need.

We are constantly faced in my State with sending mentally and emotionally disturbed children to boys' vocational schools, or girls' training schools.

They should not go there. That is bad for the boy. It is bad for the school. It does not do the job.

There should be mental-treatment facilities for those youngsters. We don't yet have them in the State of Michigan. Our legislature today is debating the fate of a hospital proposed in this area.

Finally, the last thing is adequate training schools for the treatment of youngsters who require specialized institutional treatment, and parole supervision, and guidance upon release.

Now, I would just like to wind up what I have said by saying this one last word: I think we all deeply believe that juvenile delinquency comes from somewhere; that we can ascertain many of the causes of juvenile delinquency, and that we can do something about it, but it takes more of a major effort on the part of our people than, in recent years, has gone into this work. That, I believe, is why so many of us welcome the attention of your committee to this most pressing problem.

The CHAIRMAN. That is a fine statement, Judge. Your recommendations, of course, will be very helpful, and your observations as well.

Counsel, have you any questions?

Mr. BEASER. No questions, Mr. Chairman.

Judge LAWS. Mr. Chairman, may I say just a few words in concluding this discussion, from the point of view of our association?

I think I did ask you in the beginning if I might reserve a few minutes at the end.

We have in this National Probation and Parole Association put on a very tremendous program of research and activity throughout the Nation. We are rapidly growing by leaps and bounds on a well-organized basis.

We have, as has been indicated, organized within the past year a very representative group of leading jurists from all the Nation to work on this program, and now we are in the course of calling to our assistance some of the leading laymen of the Nation to help us on the subject.

That organization is under the leadership of a man who is known throughout the length and breadth of this land, Mr. Charles E. Wilson, formerly president of the General Electric Co., as you know, and formerly director of defense mobilization, who has very kindly and very potently joined forces with us in organizing throughout the Nation, leading laymen such as himself, who will try to project this cause.

Now, in this research and in this activity, and stirring up programs in the States, there will come about this very education that we are trying to interject here today, the thought being that if we can get very thoroughly organized personnel and very adequate numbers of personnel, well-organized and well-trained personnel—if we can get these fine facilities in both State and United States agencies—we are going to do a tremendous job, not only to prevent, but to bring about correction of juvenile delinquency where it has occurred.

Now, by way of summarizing what we have been trying to get across today, we would like to try to get this committee to visualize that we think, as has been stated, that we ought to get the probation

officers of his country increased from 7,000 to 40,000. That is a big jump. That is something like 600 percent.

And in this field of juveniles alone, whereas we have about 3,500 now, only now we need around 20,000 to take care of them.

Now, we start out with that very program. We need a tremendous increased number of them. Then we need not only that we get these people, but that they be highly trained.

As all of us have indicated, we have to have men in that business who will appeal to the youths and to the juveniles. Crime is sort of like sin; it has an appeal to certain people. I think sin may appeal to some of us adults a little bit. It has a certain amount of allure and a certain amount of charm. Crime certainly has to some of these youths. They sort of glamorize some of these armed bandits and some of the robbers and the like.

So, if we are going to rehabilitate them, and they have gotten into that atmosphere, we are going to have to give them something by way of probation officers and parole officers, who have a charm and appeal themselves. You just don't get individuals like that out of the skies. They have to have a certain background training.

We have studied the subject, and know that the ones who appeal to them are college graduates, who have been star football players, and star baseball players. That is a part of your very youth correction program in New Jersey.

I spent a full day at Annandale with Judge Carroll Hines, now of the second circuit. We spent a full day there and those lads there had come to know they had something to look forward to.

They saw this minimum security place here where there wasn't even a guard and they saw they had a beautiful home. There wasn't one boy in that group who would think of committing a wrong, because he didn't have any armed guard. He had just those boys that he thought wanted to be better, and they had been under the leadership of these enlightened probation officers and guards, rather, whatever they were, put there by your very fine institution in Annandale.

The CHAIRMAN. Really group leaders?

Judge LAWS. That is right. They begin to see from these probation officers, these well-educated men who have got good backgrounds, who know their business; they see they have something to offer that is better than the armed bandit and the robber, and they see that good citizenship may really have allure itself.

Now, when you have a boy who has been in a bad environment, and who begins to see that that gives him a pickup and gives him hope, now you just don't get those men; they are not the most effective men without training. It is true some of them may be born with natural talents. Well, a good many people are born to detect crime, but the FBI wouldn't take them without training them. They have to go through very careful training.

A man may be a born military genius, but if he goes through West Point or goes through VMI, or goes through the Naval Academy, he is a much better man.

Now, that is exactly our idea, that we want to see not only the large numbers, but we want to see that they are well trained and that they have that personality that will give these lads and others a pickup and leadership.

Then we need these facilities Judge Edwards was talking about and you are talking about. These facilities themselves have a tremendous appeal. As I say right there in Annandale, if they know they can get behind bars and go into that building where there isn't a bar, and where there isn't one solitary guard, that means something to them. It is an attractive place.

We all know that that costs money, and it is not too easy to get. Now, grant that we have all of those facilities in mind, and need all that augmenting of the probation parole groups, how are we going to get it accomplished?

Your very efficient counsel asked me that when we were in recess. That is a very pertinent question. I say, and I have to do one part of solving it until the United States Government and the State governments collaborate, you cannot solve crime in Arkansas and Mississippi if the State institutions are terrible, no matter how good your United States ones are.

If your State parole men are bad or inadequate or improperly trained, your United States ones are; that won't solve it.

Conversely, if you go into another State in the Union and we have bad or inadequate United States' ones, I think they are way overloaded. I think their caseloads are fruitful per man, in the United States courts, I am talking about, my court, the caseload is entirely too large.

Suppose we have in New Jersey, as you do have, a very fine State system, you are not going to solve that until the United States cooperates, because if a boy commits larceny of an automobile, it is a State crime until he crosses the borderline when it is a violation of the Dyer Act.

The same way with narcotics and other things. They are essentially tied in.

Therefore, if you are interested in behalf of the United States in solving it, even for the United States, it is logical that we get the State program built up. I don't think there is any answer to it.

Therefore, it seems to me from a practical point of view, and our National Probation and Parole Association feels very strongly that way, that the United States Government may very well make a grant of funds to States, that do not have the money to get these thousands of probation and parole officers, maybe, by themselves. They may not have the money to build up these very fine receiving homes and so forth, that are necessary in housing places. They may not be able to build up that problem that is so necessary, without help.

But they can contribute to it so that if the United States would do something like you do on public roads—

The CHAIRMAN. I was going to say, Judge, we substantially increased the grants on public roads this last week.

Judge LAWS. That is right. You put that much money in to match ours, and we will help you out, provided, however, you put through training courses for those probation officers, provided you build up those institutions in that good order that will fit in with ours and then really get the problem solved.

Now, of course, you are going to have private grants working along with you. We have the National Probation & Parole Association spending a lot of money, a tremendously lot by way of research and

by way of help. We know the answer. We have lengthy reports on them.

The point is, let the United States carry forward its share of the research we have been doing, and get those moneys out so that we can bring about that type of effective organization in all the States of the Union, as well as in the United States institutions and courts.

To me that just makes sense. I don't see how we are going to do that program without that type of thing. There is one thing you will be interested in that Judge Edwards didn't tell you about. He has been doing a very fine job for our committee, by way of interesting the colleges in the country, and training men in this type of work. I am told he is going to report to use more fully in May when we have a meeting in New York.

I have been told unofficially by Mr. Turnbladh that he has had some amazing responses from universities throughout the Nation which have expressed intense interest in bringing about that type of training.

Isn't that right? It has been pretty unanimous, has it not, the response?

Judge EDWARDS. Yes.

Judge LAWS. I mean in the big colleges. That means if we are able to develop that program in a matter of a few years you will have them trained. You will have athletes out of there. You will have charming personalities. They will know just exactly what to do.

You give your United States outfit, you give the State people the money, put the institutions in there, we feel that absolutely that is the way to solve this problem.

I don't think there is any answer to it.

Now, I do not know anything on the wide earth that gives me more pleasure—I have been a judge nearly 16 years—I do not know anything on earth in my work as a judge that gives me any more emotional and spiritual pickup, than to see a lad in whom I have reposed confidence make good on probation, or see one that has been released on parole make absolutely good, and no recidivism. I have had some wonderful experiences that way, and I will treasure them to the end of my life. That is more important to me than deciding an intellectual case; I will be frank about it, although my poor intellect has been called upon to grapple with some tough ones now and then.

Now, if we can put this over under the leadership of this fine subcommittee, I believe we will make a contribution to this Nation that cannot be equaled in certainly a number of years.

There are a great many things that our National Probation and Parole Association would like to give to you further along these lines, but because we know the limitations of your time, we can only hit the high spots today.

If you would permit us to do so, we would like to have incorporated in your record, by way of a letter that we might be able to write, we would like to write it after our meeting in May, if it is not too late.

The CHAIRMAN. That will be in plenty of time.

Judge LAWS. If that will be plenty of time, we would like to have permission to do that because we think we can give you some scientific approach, we think we might be able to give you some information in answer to the letter you wrote to Mr. Smythe that you received yesterday, about these institutes and the like.

You asked that same question today. We think it is quite possible we might write to ask you to hear one more of our men, Chief Justice Irvin Ben Cooper, of the Court of Special Sessions in New York, possibly, when you go to New York or possibly, even in Philadelphia. We would have brought him today, but he had a big program in his court.

If he does do that, Senator, will you please let his testimony go to the credit of our association because he is a member of our group. Judge McKesson has one section as the chairman; he is on the other.

The CHAIRMAN. The judge will be heard. I will try to arrange with the staff, Judge Laws, to have him heard while we are sitting in New York.

Judge LAWS. I am sure he will be available. I think with that, we thank you ever so much for your courtesy in hearing us.

The CHAIRMAN. We are indeed grateful to you and to this fine and distinguished group of colleagues of yours who have appeared here today. It has been inspiring to hear you and enlightening.

I know you have built a record which will help us as we undertake the larger job of writing a final report, and developing a legislative program which I am sure we can develop as a result of our studies.

Judge LAWS. We like to be realists, and when you ask us something specific, we want to give it to you. We don't want to theorize. We want to be specific. Whenever you want it, you ask us.

The CHAIRMAN. Judge, I will ask you from time to time. I will probably annoy you to death.

Thank you very much, gentlemen. I cannot express my personal gratitude, words are not sufficient.

STATEMENT OF CLYDE E. MURRAY, SECRETARY, SPOKESMAN FOR CHILDREN, INC., NEW YORK CITY

Mr. MURRAY. I am Clyde E. Murray. I am speaking as a spokesman for Children, Inc. I am secretary of that, but I do my work for Manhattan Neighborhood Center in New York City as executive director, and I am adviser, Community Projects at Columbia University. Instead of reading that, I would like to summarize it.

The CHAIRMAN. Would you like me to put the entire statement in the record?

Mr. MURRAY. I would.

(The statement is as follows:)

TESTIMONY OF CLYDE E. MURRAY, BOARD MEMBER, SPOKESMEN FOR CHILDREN, INC., BEFORE SENATE SUBCOMMITTEE TO INVESTIGATE JUVENILE DELINQUENCY, APRIL 9, 1954

Spokesmen for Children, Inc., a citizen organization, is grateful for this opportunity to present its views to this distinguished committee. Since our members are located throughout the United States and have as their chief concern sound State and Federal legislation affecting children, we have followed the hearings conducted so far with great interest. The committee and its staff should certainly be commended on the work so far. You are making a great contribution to the solution of a pressing problem.

Since you have already extensive and expert testimony on the nature of delinquent behavior, it is my purpose to confine this brief statement to the question of what might be done at a Federal level, a subject particularly within the province of the organization I represent. From such organizations as the National Congress of Parents and Teachers, the American Parents' Committee, and the National Council of Churches you have heard pleas for the creation of a division

of delinquency within the Children's Bureau. Examining this testimony, one finds that there has not yet been a precise description of exactly what such a division might do. It is on this question that I would like to testify.

To begin, I shall sketch the components of a program to prevent and treat juvenile delinquency in the local community. I shall then attempt to see what a local community needs from a State agency and what a State agency needs from the Federal Government in order to define a proper role for the proposed division of delinquency.

Programs to prevent and treat delinquency in local communities must operate on three fronts. On the first front, such endeavors are concerned with basic prevention—keeping problems from ever arising; on the second front, with early detection of children who are developing personal problems and swift treatment before those problems become exaggerated; and on the third front, with rehabilitative treatment for the actual delinquent.

The most important ingredient of the program to prevent delinquency is the least tangible and the hardest to achieve. Delinquents are rebels and, as one author put it, rebels without a cause. We seek to have them adjust to community life, but do we dare to face the question of whether we have a community life which should be adjusted to. So much of the testimony already presented to this committee has demonstrated that delinquency is a result of adult failures to discharge responsibility. Can we rightly ask our delinquent children to adjust to communities marked by complacency, materialism and corruption?

To provide the basic ingredients for the prevention of delinquency, it is necessary that there be a rejuvenation of individual family and community spirit so that the soil in which children grow is healthy and is conducive to produce the greatest potential of children.

It is popular when discussing delinquency to make mention of the churches and the synagogues and their role in combating this program. You seldom, however, hear specific mention of exactly what the role of our institutions of religious worship is to be. It appears to me, however, that the role of our religious institutions is clearly in this basic ingredient of the preventative program. We look to organized religion and the family as the social institutions through which we transmit and preserve our concepts of what is right and what is wrong. When we see large numbers of people, young and old, growing up without manifesting basic convictions as to personal and social values, we know that our established institutions are not doing their job.

As we move toward the kind of social and moral tone in a community that is genuinely antidelinquent, we will also achieve those specific measures which prevent delinquency by providing for the needs of children. A community with a conscience will be quick to see that children bred in substandard housing, in slum areas are vulnerable to delinquency. Such a community would want to provide for every child a basic standard of housing decency. For every child a home to which he may with pride bring his companions for home recreation. A home in which he might have a place for study after school and a home in which he might enjoy a modicum of privacy for himself and his possessions.

The community with a conscience will not tolerate women who are left alone without a husband to support the family and who are forced to work because the standards of public assistance are too low to provide necessary means of support. The healthy community will see that women who must work have day-care facilities which can give substitute care of their children.

There is a growing body of knowledge about child rearing. Some communities, like San Diego, Calif., have developed programs by which expectant parents meet together in small groups and, with the aid of a trained discussion leader, exchange ideas and gain information, staying together through the birth of children and up until their child or children are in adolescence. In this age of atomic science we place great stress on having the technical information necessary to run our complicated machinery, but where is the stress on having the technical information necessary to rear a human being? A most important thing that could be done in the preventative effort would be through our well-baby clinics, our health centers, and our pediatricians and obstetricians to reach parents, particularly expectant parents, anticipating the arrival of their first child, and provide for them the wherewithal to get help in keeping their normal children normal and developing their inherent potentials.

An adequate community will provide sufficient recreational facilities and well-staffed programs to meet the leisure-time needs of its children, adolescents, and adults, including opportunities for the entire family to engage in wholesome recreational activities together. Although recreation and group-work services

should not be regarded as a panacea, they are vital to an overall community plan to prevent delinquency by supplementing the home, church, and school.

Lastly, the community with a conscience will provide good schools that are basic to the prevention of delinquency. You have already heard from Commissioner Brownell, of the Office of Education. The Commissioner has told you something of the state of schools in our country and stressed the importance of this essential institution of child welfare and education. There is no end of good which teachers may do, if we allow them to do it by providing good school plants, classes small enough to allow them to know the children they teach, and proper teaching materials with auxiliary school services.

Let's nail the lie that prevention is cheap. A genuine preventative program would be very expensive. It would involve the improvement of every facet of community living. It would mean the realization of the American dream for children, as evidenced by the past White House conferences on children. It would involve a basic realignment in the expenditure of our national income and, as such, would represent a shift in our values so that we really cared more for children than for television sets and other appurtenances of modern civilization.

It is my faith that the day will come when we will truly prevent delinquency. Until that time there is need on the second front of the community program to prevent and treat delinquency by means of case finding which will detect children with problems at the earliest stage of problem development. Training programs are needed to alert teachers, parents, recreation workers, and others who have contact with large numbers of children as to the signs that are signals warning us that a particular child needs individual attention. Full use must be made of all the techniques being developed by our social scientists to determine which children are in need of attention.

For the children located there must be services, and these services must be appropriate to the varying needs of the children. For the delinquent child, services must be decentralized so that there is a place to turn to for professional guidance and counsel. In the local neighborhood we can take our cue from the chain-store operations that have been so successful. The Peoples' Drug Store in Washington does not open one drugstore downtown and expect everybody to come to it; rather they reach out, for they know what sociologists have long demonstrated, that most people operate within confines of their own neighborhood needs. To decentralize services we need adaptation of services to reach families and children who are not strongly motivated toward conventional character-building groups, recreation services, or child-guidance clinics. Here is required the kind of detached worker service which was described to you during the opening hearings by a detached worker from Brooklyn, N. Y. There is need of reaching-out casework service which I am sure you will hear about at a later time in some detail. This is essentially a service whereby the social workers emphasize visiting clients in their own homes and making persistent and deliberate efforts to engage them in treatment, even though it may be the community rather than the client that is the party most concerned.

Even while we do all in our power to prevent the development of delinquent behavior and to bring aid to a child before he becomes officially delinquent, there is still need to develop the third front of the community, the rehabilitative effort directed at the child who is delinquent today and will, unless aided, become the criminal of tomorrow. This means a strengthening of juvenile police services, the juvenile court, and the institutions for delinquents. It means coming to grips with the perennial problem of providing some facilities whereby we can get children out of jail and into appropriate detention quarters. Providing effective and economical services and facilities require some device for coordination, planning, and social action. Such a device may be found in the type of coordinating body which brings together the technicians offering service and the citizens who either through tax funds or voluntary contributions must support the services. Without this kind of teamwork it is not possible to get the public support necessary to advance the interests of children. With this kind of teamwork, however, not only is it possible to improve particular programs but an opportunity is offered whereby the maximum number of persons living in any given community can work with one another toward mutual goals. Thereby they become involved in activities which accent community interest rather than immediate self-interests. Thus the coordinating device can be used to improve the moral fiber of the community—the social atmosphere in which children are raised.

It is not possible, however, to achieve everything that is wanted on the three fronts of the program for the prevention and treatment of juvenile delinquency merely by local civic action no matter how diligent and how dedicated. Local groups will run into the wall of inadequate resources and experience. The juvenile delinquency project of the Children's Bureau has demonstrated certain common needs which must be filled for maximum local effort. These may be enumerated as follows: (1) The need for knowledge to answer three kinds of questions—(a) How do you organize and conduct a local delinquency control program? (b) What constitutes a good practice in preventing and treating delinquency? (c) What are the causes of delinquent behavior; (2) the need for working materials—pamphlets, study guides, and the like; (3) the need for funds to support necessary program; (4) the need for trained personnel to man the program; and (5) the need for some mechanism through which statewide action may be taken and local programs coordinated on a statewide basis.

An analysis of these local needs and the degree to which they can be met through State agencies will, I believe, aid us in discerning appropriate activities for the proposed Children's Bureau division of delinquency. To meet two needs the need for knowledge of how to organize the local community and the need for a mechanism for statewide planning and coordination, each State should have a State committee concerned with this problem which is analagous to the local coordinating and planning council recommended for local communities. As a result of the 1950 White House Conference, almost every State has some kind of State committee on children and youth. While these committees vary in composition and function from State to State, most typically they are composed of citizens and executives of pertinent State departments. Where these committees are at their best they have available at least one staff person to do the spade work and to execute the program of the committee. Ideally, the statewide committee on delinquency should be a subcommittee of a vigorous statewide committee concerned with all the needs of children and youth.

The State committee should have available to it a staff of persons skilled in community organization who can respond to evidence of local interest, aid local groups in organizing their committees, in conducting local studies and interpreting the results of such studies. When such studies reveal that the major obstacles to progress can only be removed by State legislation or administrative action, it is the responsibility of the statewide coordinating body to take such action. Every State can organize a State committee, but States vary in their ability to finance such committees. A great contribution to the solution of the problem of delinquency can be made by this committee by fostering a Federal grant-in-aid program, administered by the Children's Bureau, to States for the maintenance and conduct of the State committees. A small investment of tax funds provides the wherewithal whereby local citizens can act on behalf of local problems.

In meeting the local communities' needs for trained personnel State agencies can be of great assistance in improving the caliber of personnel now available through various kinds of staff development program. Two kinds of States are likely to encounter difficulty in discharging this function. Less densely populated States may find that the number of persons employed in such programs does not justify establishment of certain kinds of staff development programs on a Statewide basis, but that such programs can most economically and feasibly be established on a regional basis to serve several States. The less economically favored States may, of course, encounter difficulty in supplying the necessary funds, even though the amount involved is very small, to discharge their obligation related to inservice training. The Children's Bureau division of delinquency therefore should have personnel to give advice and consultation to States on inservice training, some funds to aid States to employ persons expert in staff development, and the ability to conduct regional training institutes to serve the less densely populated States.

A single State can usually do little about providing a greater quantity of professional personnel when such personnel is in short supply and the problem is not one of the funds to pay personnel but rather locating personnel who will accept proffered employment. This is a national responsibility since it must be done in conjunction with established professional schools of social work which are not organized in such a fashion that it would be appropriate to look at the individual States to meet this need. The program for increasing the supply of trained professional personnel must be one whereby the Division of Delinquency has funds to aid the schools of social work in developing the appropriate curriculum and which makes it possible for qualified individuals to benefit from the program which the schools offer.

Those States which are most favored economically can do much to meet the local community's need for funds to support local programs. This can be done through State-local grant-in-aid programs of which there are many examples or by actually providing services available to local communities. The less wealthy States will, of course, encounter great difficulty in finding necessary funds. For such States the appropriate national activity would be a grant-in-aid program which would provide funds to be channeled through a State agency down to the local community.

Most States can do something by way of providing written materials and study guides for local communities. Depending on the resources and interest of the State, these can vary from simple mimeographed brochures to rather elaborate visual aids for public education. The importance of maintaining a steady flow of such material to keep the public interested and informed cannot be overestimated. Past experience demonstrates that at a national level much can also be done by a Division of Delinquency developing materials appropriate for national use which can be adapted by State and locality to meet their particular needs.

To meet the local need for knowledge that is required to determine what constitutes a good institution or a good court, a State agency can employ technical consultants on court services, detention services, police services, and the like. At a national level funds might be made available from the Children's Bureau Delinquency Division for those States which cannot find even the small amount necessary to employ such consultants. Also at a national level, technical consultants might be made available to States for those services not extensive enough to justify employment of a State consultant.

The basic knowledge relating to the nature of delinquency and its cause and cure requires extensive research programs which can be conducted by a State agency but which are too elaborate and expensive for cost States to contemplate. The gathering of this latter kind of knowledge is less appropriate to State agencies than other kinds of activity, since such basic knowledge is needed not for one State alone but for all States and all persons. The Division of Delinquency should therefore have funds for intensive basic research into the nature of delinquency and its causes and cures.

In reading about the work of this committee, I have been particularly impressed by the manner in which the chairman has systematically asked citizens for comment on how the committee process might be improved. If I might anticipate such an invitation and make such a suggestion, I would like to say that I believe the splendid work done so far could best be carried on if the committee were to cause to be introduced into the Congress a bill making provisions such as I have outlined. At this time I realize that it might not be appropriate for the committee, as such, to introduce a bill before its inquiry is completed. And if this is the case, then it might be that some member of the committee could introduce such a bill. The initial action should be a resolution which would merely give to the Children's Bureau sufficient funds to increase its technical and consultative staff so that it could continue to provide national leadership on this problem without any reference to the more controversial grant-in-aid features I have spoken of. This committee has created great public interest in local communities. Those local communities seek guidance to divert the interest into constructive channels. In a small way the Children's Bureau has been able to give this guidance through its professional staff of delinquency experts, for which it has three positions, and the cooperating special juvenile delinquency project, which, as you know, is supported by voluntary funds. The project, however, is scheduled to terminate at the end of June. The Bureau has never been able to meet the demands for guidance and consultation and it will be unable to meet the increased demand unless it receives additional funds for that purpose now. I hope that such a move to increase appropriations to the Children's Bureau for technical guidance and consultation could receive congressional approval now. A second bill might incorporate the grant-in-aid features and be subject to prolonged study.

Mr. MURRAY. I would like to make a few comments on it because the time is late.

I would like to say first we are very grateful for this opportunity to present our views and also we are grateful for the grand job your committee has been doing.

That statement is concentrated on the question of what might be done on a Federal level. We want to be rather specific at the end.

It is based on the programs at the local level to prevent and treat delinquency. That is the basic prevention, early detention of children who are developing personal problems, and swift treatment is needed before these problems become exaggerated.

The third is rehabilitative treatment for the delinquent boy and girl. In prevention we feel, and your committee has been so expressing itself, that a healthy community is important; and being a young man who was born on the farm I would like to say healthy soil in which children can grow—it has to be healthy.

It means healthy family life. It means active churches and synagogues that are teaching the children right and wrong, decent housing, aid to mothers who have to work, education of expectant parents, and new parents, recreation and group work services, and good schools.

All these things we feel on the preventive level are very, very important. When I speak of recreation, I don't only mean facilities; I mean good programs that are adopted to the needs of the children. I would like to also emphasize that we feel very fundamentally that prevention is not cheap. It is going to cost a lot of money.

But it is worthwhile and I think we could prove that prevention is cheaper than treatment, once a child becomes delinquent, child by child.

Now, early treatment for the vulnerables—that second front we have to work on—detention and early treatment of vulnerables. Training programs for teachers, parents, and recreation workers who come in contact with large numbers of children to locate those children needing help. It means decentralized casework and guidance service and detached workers, such as you had reported here by the man from Brooklyn who talked about the youth board.

We just don't have in our cities enough of these people who are doing this work with vulnerables.

Then, the third front, of course, is the rehabilitation of the delinquent himself. We agree fundamentally with these men who have testified today about strengthening the juvenile police service, the juvenile court, the institutions for the delinquents, and the probation service. We also feel that the coordination and planning of all these aspects of treatment, of prevention, of locating the vulnerables and treating them—all of that should be coordinated and planned together because they do relate to each other.

Now, applying that to the Federal level, we feel that you cannot achieve everything that is wanted on these three fronts entirely on the local level or by local action because local groups run into a wall of inadequate service and experience, and the testimony of Judge Edwards showed that in terms of detention services, and the juvenile delinquency project of the Children's Bureau has demonstrated common needs which must be fielded from the local level.

I think we need to stress that we must have statewide planning and coordination, real knowledge of what is happening in the communities, and, if possible, grants-in-aid from the State to the localities. The State committees that have been organized, some of them very inadequately, but they are moving along, need a staff of persons skilled in community organization who can respond to evidence of local interest and aid local groups in organizing their communities.

I think, though, we feel very strongly that Federal help is necessary if these grants-in-aid programs are going to help the local community

in many of these States. In those States that are less favorable economically, they just don't have enough money—enough funds—to support the local programs. I think that those that are more favored are able to do it, but we need to have some sort of grants-in-aid program on a national level to do this kind of thing.

The CHAIRMAN. It is little more important, is it not, that we have grants-in-aid in this sort of work than grants-in-aid for highways?

Mr. MURRAY. I would say so. I would say highways are important, but our kids are more important.

The CHAIRMAN. Well, I voted for increased grants-in-aid the past week, but I do not think it is nearly as important as the grants-in-aid in this.

Mr. MURRAY. We feel that the Division of Delinquency of the Children's Bureau should have funds for intensive basic research into the nature of delinquency and its causes and cures.

In reading about the work of this committee, I have been particularly impressed by the manner in which the chairman has systematically asked citizens for comment on how the committee process might be improved. If I might anticipate such an invitation and make such a suggestion, I would like to say that I believe the splendid work done so far could best be carried on if the committee were to cause to be introduced into the Congress a bill making provision for a grant-in-aid program such as I have outlined.

At this time, I realize that it might not be appropriate for the committee, as such, to introduce a bill before its inquiry is completed.

And if this is the case, then it might be that some member of this subcommittee could introduce such a bill. The initial action should be a resolution which would merely give the Children's Bureau sufficient funds to increase its technical and consultative staff, so that it could continue to provide national leadership on this problem, without any reference to the more controversial grant-in-aid features I have spoken of.

This committee has created great public interest in local communities. Those local communities seek guidance to divert the interest into constructive channels. In a small way, the Children's Bureau has been able to give this guidance through its professional staff of delinquency experts, for which it has three positions, and the cooperating special juvenile delinquency project, which as you know, is supported by voluntary funds.

The project, however, is scheduled to terminate at the end of June. The Bureau has never been able to meet the demands for guidance and consultation and it will be unable to meet the increased demand unless it receives additional funds for that purpose now.

Then, if that could be introduced and passed, the grants-in-aid could be done later.

The CHAIRMAN. The Chair might advise that the staff has already been instructed to prepare legislation.

Mr. MURRAY. I am so glad to hear that. I would like to say this in closing, Senator, that even if we have the consultative services in the Children's Bureau, we have to work on all of the other fronts.

Frankly, I think all the factors and programs are interrelated. I am bothered about the fact that although we say that housing has an effect on delinquency, and we know it does, you find that the amount of public housing is being reduced.

We need more housing in this country. The word "schools"—there are many, many poor schools. We need a lot more money and help given to the schools. We find maladjustment of kids. We need to strengthen the mental hygiene program. We need to strengthen the aid to dependent children. There is no one panacea from our point of view. It is all tied in together.

If we work on all fronts, we can really prevent and treat delinquents in the way they should be treated. That is briefly what I have tried to say. I have longer testimony in the paper.

The CHAIRMAN. There is a lot of truth and thought in that very brief testimony.

The Chair wants to commend you, Mr. Murray, for your presentation and tell you how grateful we are that you came down here.

Mr. MURRAY. Good luck to you.

The CHAIRMAN. Thank you, sir.

We are going to try to work this thing out so that you will continue to be proud of us after we are through.

The next witness is Mr. Hal Rush. Will you state your full name, address, and association.

STATEMENT OF HAL RUSH, MEMBER OF NATIONAL STAFF OF BOY SCOUTS OF AMERICA, NEW YORK CITY

Mr. RUSH. Hal Rush, on the national staff of Boy Scouts of America, which I am representing here today, Senator.

The CHAIRMAN. We are delighted to have you here. We are all very proud of the Boy Scouts of American. As a former Scout, I am particularly proud of the Boy Scouts of America.

Mr. RUSH. We not only have a great admiration and respect for the pioneering work that your committee is doing in senatorial investigating, but I can tell you after sitting here today and listening I have also a great admiration and respect for your patience and courtesy. You certainly have a lot of material.

The CHAIRMAN. Now, Mr. Rush, you have a prepared statement?

Mr. RUSH. No, I do not, Senator. I just have a few notes here.

The CHAIRMAN. Then you may proceed to testify in your own manner.

Mr. RUSH. We know that you are interested in information and suggestions in this field. I am not going to waste your time by going into the type of work we do which is only slightly related perhaps to this field, nor even to say much about the preventive aspects.

The CHAIRMAN. It is very definitely related to this field. My days go back to old Troop 1 of Woodbury, N. J., where I was born and raised where I now live and will shortly live again. I look back over the rolls of that troop. I think of those rolls with great pride because I cannot recall one boy in that troop who did not succeed in life.

Mr. RUSH. Thank you. We have a good deal of testimony to that effect that we encounter and you probably encounter too in your own personal experiences.

First let me give you a rather brief basic statement about our normal operation, which is probably essential to build on, as you understand our operation in these areas we are concerned with. Our program deals in three levels, Cub Scouts, for boys 8 to 11. Mr. Beaser has a

son I think who is a Cub Scout at the present time in that age group. Boy Scouting, for boys 11 to 14, and exploring for boys, 14 and up.

Now, in each one of these age groups, although there is a separate program, a program that deals in psychology and appeals to boys in that age group, there are certain things that are basically parallel. In each of the three programs, it has to be a program that will attract boys. If it were not, we would not have any boys who are members because our membership is voluntary.

The CHAIRMAN. What is your total membership now?

Mr. RUSH. Something around $3\frac{1}{2}$ million at the present time of boys and men. So there is no law requiring boys to be Cub Scouts or Scouts or Explorers, so basically we have to have program material that appeals to them, and it is fun and deals with things that those boys in those age groups are interested in.

We are not satisfied with that nor would the 860,000 men we have serving as voluntary leaders be satisfied if all it was was a bunch of material for boys to do to have fun. There has to be a code of ethics. There has to be a way of living. There has to be an indoctrination in character and conscience and citizenship; and the activities, therefore, have on the one hand to appeal to boys and on the other hand inculcate a way of life, a habit of living that produces the results we are aiming at in the way of citizenship and character.

So both those things apply to all the activities that are in these three programs. As an indication that it does appeal to boys, I cite again the fact that we have a membership of $2\frac{1}{2}$ million boy members; we have 860,000 adults who are serving in a voluntary capacity. We have only 2,700 professional staff workers who give leadership and supervision in the entire United States to this program. We have some 87,000 units or what we sometimes call service stages, troops and packs, troop lectures, Senator, where boys get this program. And in each case they are sponsored by some institution, church, or school, American Legion post, police department, Kiwanis club, or reform school, or training school, as the case may be.

I will dwell on that a little bit later. We have to be careful that we do not give the wrong impression about our program as it relates to juvenile delinquency.

If you are to look at our program through its normal operation, for instance, as Mr. Beaser does through his eyes and the eyes of his son, you would see just that. You would see a normal operation. You would see a situation where in a Cub pack there is a lot of pressure brought to bear, or put it in any language you want to, a lot of urging done to get parents to come and participate with their sons.

I know Mr. Beaser is aware of that because he talked to me about it the other day.

If you are to look at it, however, from some of these so-called less-chance areas, places where there aren't parents with interest and availability to do that sort of job, where parents are no longer interested, or homes are broken and parents aren't interested, you would see a different type of program in operation. It would have the same basic principles but it would be modified in substance to meet the need of that particular area.

A good deal of that goes on. We do not want to be known as an organization which is primarily concerned with juvenile delinquency, sir, perhaps for obvious reasons.

The two main reasons are these: In the first place, Mr. Beaser's son perhaps would not be quite as anxious to be a Cub Scout, nor would Mr. Beaser perhaps be quite as anxious for him to be a Cub Scout if the Cub Scouts were a reform agency, primarily devoted to dealing with things in juvenile delinquency.

Another reason for that attitude of ours is this. If we have learned one thing in our work in this field during the years—we have been working at it quite sometime—we have learned that the wrong thing to do is to use the kind of publicity and public information that exploits these areas, that talks about what is being done in juvenile delinquency in such a way that the people within the community or the neighborhood have a feeling that they are on public show.

We don't get the support. So we say very little about it. We do, however, crave understanding for it and the support that comes with understanding, but we try to be careful about the type of publicity that might be considered exploitation.

For that reason there is probably much less known about our work in these areas than there is about our normal work.

The CHAIRMAN. If you have a mission in this field, it is a preventive mission, is it not?

Mr. RUSH. It is both. That is what I am going to point out. It is basically preventive, but you may be startled to find out how much there is of actual treatment.

Now we are chartered by Congress to be concerned with all boys. About 98 percent of them never get into this juvenile delinquency situation so, of course, we are primarily concerned with that 98 percent. However, the 2 percent that do are a very important 2 percent. And we are seriously concerned with that 2 percent.

In the preventive field, I would like to quote one statement, not so much who it is from—it is from a judge of a district court in Texas, Judge Salinas—but more because he has expressed in this statement what we think is a very basic thing and a very important foundation for all of us. He says:

The local Boy Scout councils have contributed, in my opinion, to instill in the minds and hearts of local youth what we might call an internal brake or restraint. The predominant majority of cases are impulsive, being committed practically at the moment the idea is gestated. It is very seldom that a juvenile delinquency offense in this court has carried with it the element of planning and premeditation. The idea to commit the offense is born and, without that internal restraint, the boy proceeds to commit it.

That is a pretty clear and lucid statement of what is involved in preventive work basically.

Now, I would like to give you some comparisons to illustrate this point I am making, of reaching into these areas that are normally considered less chance and delinquent prone, and terminology of course is all bad, but you have to use some kinds of words to know what you are talking about.

In the interim report of your committee you make a statement that it is thoroughly borne out by our experience that the juvenile delinquency problem exists in all economic groups. It makes the point it is not only in these deteriorated and disorganized neighborhoods, usually termed "slum areas," although they do contribute disproportionately to juvenile delinquency.

We find that is exactly true. In the city of Washington, D. C., for instance, in the low economic areas of this city, which were so selected

and so designated by the department of research and statistics of the United Community Services, our local Boy Scout council has 40 percent of its total units and 32 percent of its total membership. Many people are unaware of the fact that in what you might call normal course of operation we do reach that extensively into these low economic areas. We have heard quite a bit about Los Angeles today, and you have heard a good deal about it from Duane Robinson and others; they have what they call a youth project.

That is really a tremendous thing. In this youth project, which is the same type of area in the city of Los Angeles as the ones I have mentioned in the city of Washington, D. C.

The youth project areas are the "less-chance" districts with the heaviest racial minority populations, the highest rates of delinquency, of child dependency, tuberculosis, and poor health, the poorest housing, and the lowest-income families. In these neighborhoods are the homes of the more than 400,000 Negro, Oriental, and Mexican-American people who make up almost half of the project population and who form the chief minority groups—nearly an eighth of the 3 million people in the community.

Now, to further illustrate the occupation of this "less-chance" field which I want to repeat again is not associated with our organization in the minds of the public.

The Los Angeles youth project report in 1949 showed that the scouting membership in this area stood at approximately 6,000 registered members out of a total, which includes boys and girls both, of 24,000 being served by the combined efforts of the 10 cooperating agencies in that youth project area. This youth project work in Los Angeles is very significant and I commend it to you for attention because it represents an effort on the part of the community to really do something about juvenile delinquency problems, and, therefore, the record in the 10 or 11 years that have elapsed since that time, because it is a significant record and because it obtained over a long period of time, is an illustration of what can be done by cooperative effort. It started with the "zoot suit" riots in 1943.

The year before the total chest allocations to all the youth-serving agencies was about \$364,000. In that year 10 of these agencies, of which mine was 1, presented a joint resolution for an extra \$234,000—that is about two-thirds increase over the amount that had previously been given by the chest—to coordinate and concentrate work in this territory. That request was granted by the chest. There was a case where money was needed for work of this kind, where a case was made showing need for work of this kind, and the money was forthcoming.

The record since that time in 10 or 11 years is startling to say the least. The progress is remarkable. The money enabled these 10 agencies, without creating an 11th agency, if you know what I mean, instead of creating a separate agency now to go in and do this job that was needed to be done, the 10 agencies that already existed were coordinated in this effort and produced remarkable results which have been attested to by many of the Los Angeles people.

Judge McKesson is one of them who was very active in the whole project and he was quite familiar with its work.

The CHAIRMAN. I am sure he was very helpful.

Mr. RUSH. He certainly was.

Now I will quickly pass on to the use of a scouting program by police departments because it is obviously a fact that the police de-

partment is involved especially in the type of neighborhoods, the type of boys, the type of conditions, and the type of need.

The CHAIRMAN. How many police department sponsored troops do you have?

Mr. RUSH. We have about 100 police departments at the present time that are using the scouting program in their work officially and furnishing the personnel, the meeting places, the facilities, leadership, and so on.

Here is the Baltimore Police Department. Capt. William L. Hartung, chief of the prevention bureau of the Baltimore Police Department, says:

We are well aware of the importance of the home, the school, and the church in formulating the character and moral fiber of our youth. However, it has been found that one factor asserts itself most frequently in the analysis of juvenile delinquents—the need for a program that would concern itself primarily with the unaffiliated youth, the youth who ordinarily does not seek out a recreational agency in which to use his leisure time under guidance and supervision.

Thus, in 1944, they developed the idea of using scouting for boys from 8 to 18 years of age. In that year, 1944, they organized eight Boy Scout troops. They still exist and this record goes on to tell what has been accomplished over those years by that police department in this program.

I was interested to hear Mr. Beaser ask Chief Wike today whether the police department moved into areas of this kind because they thought it was part of the job or because they were doing something that they thought somebody else should be doing. He answered one way. I would say from our standpoint our program is made operative through sponsoring institutions, churches, schools, and so on.

Now, in areas where the police department has a stake and has the desire and has the willingness, the police department becomes for us a sponsoring institution to carry our program to boys of those areas. So it is perfectly normal in many of those cases that the work done by the police department could not be done by any other agency as well.

In some of those cases, it supplements the work of mission churches and of Kiwanis Clubs and service clubs of various kinds in those areas; but for the work of the police department in some of these areas, we would have no vehicle really for bringing scouting to those boys.

The Los Angeles Police Department sponsors some 27 Boy Scout, Cub Scout, and Explorer units—each of these composed of the less-chance, hard-to-reach boys. The units are sponsored by one of the police districts, unit leaders, including the scoutmaster of the community, and so forth. The units meet in the various precinct stations near their homes.

I think you will recognize that is a significant illustration of what is being done by this particular police department, and has been done in varying degrees by approximately 100 police departments.

I have heard Chief Parker of Los Angeles say that the police department has a double stake in Boy Scout troops. They have a stake as citizens in making a contribution to the boys that are involved and they have a professional stake because it aids them in their police work.

They are thinking, of course, partly of prevention and partly of treatment because many of these troops have in them boys who have been before the courts or have been in juvenile trouble.

Now from Ramsey County, Minn., it is significant, too; it is not from a police chief, but it is in that same area. It is from Mr. Donohue, chief probation officer of Ramsey County, Minn. I am reading a few illustrations he gave because they are quite characteristic and they give you a more specific picture of what can happen in these situations than you would otherwise get. He says:

I am glad that in Ramsey County we have our Boy Scout organization. We will show a 25-percent increase in delinquency this year—

written in 1953—

and while I do not feel that the Scouts should do much to reeducate the delinquents brought to court, I feel that they can and are doing a great deal to take care of the potential delinquents.

He then goes on to give some illustrations which are along the lines of reeducation. He says:

There were the Terrible Tigers, a group of 9-year-olds whose activities included shoplifting and crap shooting and whose main objective seemed to be a harassing of teachers and police. After a brief indoctrination they were introduced to the Cub movement and emerged as a fine Cub pack. I am happy to say that most of them are still in scouting with one of the troops in downtown St. Paul.

Another gang had as its objective the rifling of boxcars, and they would stand on the railroad bridge to see if they could knock the "brakies" off the train. Through the cooperation of the railroad and the Boy Scouts, a troop was organized within 2 blocks of their rendezvous. With a year-round program in school and Scout camp, the gang became three patrols and a well-unified Scout troop.

From another back-of-the-tracks area, the Scouts organized a troop to change the complexion of a gang that was fast becoming delinquent. Their interest in outdoor activities became camping. Their wanderlust was served by Scout hikes, and their skill in shoplifting was sublimated so that it became scoutercraft.

I mentioned those few illustrations of which we have a great many more in this report to illustrate to you, Senator, this area in which many people are unaware that we operate and unaware of the extent or the effectiveness of our operation.

The CHAIRMAN. I am sure the Chair was unaware of that. I am glad to have that in the record.

Mr. RUSH. Detroit, Mich., and many other police departments are also involved.

The CHAIRMAN. Do you want to add, Mr. Rush, some of those items in the record?

Mr. RUSH. I will do that. I will explain to you before I get through how I leave it with you and what shape it is in.

Now, the use of scouting by correctional institutions, Red Wing Reformatory, for instance, uses scouting extensively. The New Jersey State Home for Boys in Jamesburg, N. J., in your State, and I happen to live in that State, too, Senator, uses it extensively. More than 70 percent of the 430 boys at Jamesburg take advantage of the privilege of scouting. It is entirely on a voluntary basis.

They go on to tell about the facilities they make available, the type of activities. The boy may join or not, as he sees fit. There is a full-time resident field Scout executive. The Jamesburg use of scouting has been continuous since 1921. They go on to tell about the effectiveness of it and to give some illustrations and letters from boys

who have been Scouts, which show that here in an abnormal situation an almost normal use of the scouting program is effective with a group of boys whom you might say unthinkingly would not be interested in such a thing, but which the facts prove are intensely interested in it.

Gatesville School in Texas. Here is an excerpt from a newspaper on a camping experience. Have I mentioned this to you? I am going to read this short newspaper excerpt primarily for this reason: I have heard you ask a good many people what suggestions they would make in this field.

If you ask me that question, it would be very difficult for me to answer because it is a big field, and I only know a small part of it. But perhaps in this type of use of facilities which already exists, which can be utilized at no additional cost—and everyone of course is concerned about additional funds—perhaps in this type of making use of what already exists, there might lie some possibility for greatly expanding the facilities and the program and the leadership that these institutions need so badly.

"Scout Honor" passed a rigid test this summer at Camp Tahuaya, the Heart O' Texas Council's Boy Scout camp at Belton, Tex. Forty-two boys from the Gatesville State School for Boys, all members of the newly formed Scout Troop 170, exchanged the confinement of institutional life for a boisterous outdoor week of swimming, hiking, scoutercraft, and campfires at the 122-acre Camp Tahuaya on the old Chisholm Trail.

They were given only the same friendly guidance as other troops sharing the area. Even at night when the temptation to run away must have been strongest, no extra precautions were taken—and not a single boy betrayed his trust.

The Chicago Parental School uses scouting extensively. I have here a lit of some 29 juvenile institutions of this kind that we know are using this program.

The CHAIRMAN. Cannot we insert that in the record?

Mr. RUSH. Yes, sir.

I would like to make one comment.

The CHAIRMAN. We would like to have that in the record.

Mr. RUSH. Yes, sir. I will mention that right now.

I will tell you now one of the things we are doing that may be of interest to you. If every organization that you have been concerned with, and have discussed this thing with, were to each do a little more perhaps in its own field and its own part in this field, great progress would be made.

The CHAIRMAN. There is no doubt about that.

Mr. RUSH. We are determined to do a great deal more in this field than we have been doing. In 1939, we published a booklet which told about our experience up to that time. We are now publishing another one. This is a proof copy. I will leave this proof copy with you that we are directing not at senatorial committees on juvenile delinquency, nor at the general public, and certainly not at newspapers and any appeals of that kind, but to our own 538 councils; and we are saying to these local councils in this material that these are the ways in which this job in these areas has been done effectively here and there throughout the country.

If you have a similar problem and every community has, we suggest strongly that you study this carefully and that you make local plans to do this or similar types of things. Now we won't stop with publish-

ing the booklet. That is merely a tool to use in accomplishing the job. We are having our annual meeting in Washington the last part of May at which some 1 or 2 thousand representatives of local Boy Scout councils from all over the country will be present.

We will distribute this at that time to intensify our effort in this direction.

I will leave this copy with you. It is a proof copy and will be subject to correction.

The CHAIRMAN. That will be made part of the files.

(The booklet referred to was marked "Exhibit No. 39" and is on file with the subcommittee.)

Mr. RUSH. I have only one more comment to make.

We feel that what a boy reads has some significance to his development and the factors that influence him.

Many heroes of boyhood are people they have only read about; they have never met them. So we feel it is very important to provide good reading for boys and to that end, we publish a magazine, *Boys Life*. It has almost a million circulation now. I am talking about paid circulation, subject to the same audit bureau that any commercial magazine has.

In the content of this magazine we are not satisfied to have it merely good for boys any more then we are satisfied in the program content to have activity good for boys. They have to be interesting to boys or they will not work and they are not any good.

So we publish the magazine which we think is interesting. It deals with the type of thing that is worthwhile reading.

To illustrate, I am not one who thinks comics are so terrible, but there is no question but what the comic treatment has an appeal to boys. If you do not agree with that you just do not know boys. So we give a comic treatment in what we call a color supplement. We get away from the comic words that so many people object to, in the center of the magazine each month in which we deal with things such as bible stories—and bible stories can be pretty dramatically presented in comic treatment—and life-saving gets by boys who have been Scouts and things of that kind.

So I call your attention to the fact that in this field of good reading there is a stake in this juvenile delinquency business. I wanted to call your attention to what we are doing about it in this particular instance.

The CHAIRMAN. I am glad you did. The Chair concurs. This may be very helpful.

Mr. RUSH. So I say in closing, we can assure you that we stand ready in any community in the country to do our best to make the best possible contribution within our power, on a cooperative basis—all we do is cooperative—to cope with this problem that we all recognize is so serious.

The CHAIRMAN. Thank you very much for your appearance here today, Mr. Rush. You have been very helpful. I know you stand ready to help us in any way you can.

Mr. RUSH. We certainly do.

The CHAIRMAN. Mrs. Rose Cooper Thomas.

Will you state your name?

STATEMENT OF MRS. ROSE COOPER THOMAS, CHAIRMAN, COMMITTEE ON JUVENILE DELINQUENCY, DEPARTMENT OF SOCIAL WELFARE, NATIONAL COUNCIL OF NEGRO WOMEN, WASHINGTON, D. C.

Mrs. THOMAS. I am Mrs. Rose Cooper Thomas, chairman of the committee on juvenile delinquency of the department of social welfare in the National Council of Negro Women.

I have a prepared statement, Mr. Chairman, which I would like to file with you. But I would like to say just one word, that I am representing the National Council of Negro Women which was founded in 1935 by Mrs. Mary McLeod Bethune, and that we have 20 organizations affiliated with us and 90 councils which reach about 850,000 women in this country.

The council wishes to thank the chairman for allowing us to be present today and to file this statement. While we have a number of recommendations which I would be delighted to read, I think that we are on the right track because I have heard our recommendations given by others, and when you read it, you will see them.

The CHAIRMAN. You have heard them repeatedly again and again.

Mrs. THOMAS. I have heard them so it makes me think all of us are on the right track. I would like to say, whatever the committee does, I hope the committee will remember rural children also, and that in whatever you do that you will consider all children.

The CHAIRMAN. We certainly will. We have all children in mind.

Mrs. THOMAS. Thank you.

The CHAIRMAN. We are very grateful to you for your appearance. Your full statement will be incorporated in the record at this point in your remarks.

Mrs. THOMAS. Thank you very much.

(The statement is as follows:)

TESTIMONY OF THE NATIONAL COUNCIL OF NEGRO WOMEN BEFORE THE SUBCOMMITTEE TO INVESTIGATE JUVENILE DELINQUENCY OF THE SENATE COMMITTEE ON THE JUDICIARY, APRIL 9, 1954

Mr. Chairman, I am Mrs. Rose Cooper Thomas, chairman of the committee on juvenile delinquency of the department of social welfare, National Council of Negro Women.

The National Council of Negro Women is a coordinating, planning body, founded and organized in 1935 by Dr. Mary McLeod Bethune, together with a group of outstanding women leaders. Its purpose is to meet the need for united planning and concerted action for the economic, social, educational, and cultural welfare of Negro women in the United States. It has brought together national organizations of Negro women to achieve the numerical strength and stature necessary for effective representation. To further implement the broad program of the National Council of Negro Women, councils were organized in local communities. In 1954, there are 20 member organizations and 90 local councils capable of reaching some 850,000 women. It is affiliated with the National Council of Women of the United States, Inc., and with the International Women of the World.

The headquarters of the National Council of Negro Women is located at 1318 Vermont Avenue NW., in Washington, D. C.

The council wishes to thank the chairman, the Honorable Senator Robert C. Hendrickson, for the opportunity to appear and to testify before the Subcommittee To Investigate Juvenile Delinquency of the Senate Committee on the Judiciary.

Our testimony before you today is borne of direct experience of our local membership and national member organizations in serving the youth of our country. Our individual members are housewives, mothers, volunteers in civic

work, teachers, social workers, lawyers, doctors, and representatives of other business and professional interests.

Our member organizations are national bodies, each with programs and projects designed to benefit children and youth. These programs and projects include scholarship programs, local child care and development activities, leadership and training institutes for parents and teachers, and national achievement clubs with effective summer camp facilities.

Therefore, through these experiences of its member national organizations and local councils, the National Council of Negro Women observes that the nature of the present wave of juvenile delinquency represents something quite different from the misbehavior of misguided, unprotected, and demoralized youth of a decade ago. The crimes of teen-age children as reported on the front pages of the newspapers make the wild automobile rides and petty thievery of the war period seem little more than pranks. Today's newspapers report among the latest juvenile crimes such violence as murder, arson, armed robbery, rape, breaking and entering, and group vandalism. The crime frequently occurs upon minor provocation, and the violence seems out of proportion to the incident leading to the crime. Uncontrolled frustration results in behavior intent upon removing or destroying the obstruction. The fact that the obstruction is a parent or policeman or other persons of authority does not deter or curb the violence. This peculiarity seems to be the common thread which runs through present-day juvenile delinquency. However, the National Council of Negro Women also observes that the majority of our youth still aspire toward a happy, fruitful life. Their values may not be completely formed as to the content of an adequate satisfying life but by and large the majority seem to be seeking such a life. The youngsters who become frustrated and attempt to do something about their problems do not always become violent. Youngsters who have reason to hate deeply and actively do not always exhibit their hate in acts of destruction. However, the youngsters whose feelings do result in violence and destruction are tending to create an environment, an influence, a climate of opinion which is affecting all children and youth of our Nation.

First, parents and all other adults, even officers of the law become afraid and in their fears, expect the worst and take drastic action in controlling, supervising, and directing the children and youth for whom they are responsible.

Second, the children and youth seek to develop their values from the experiences of each other. Unless their exchange of influence takes place within a frame of reference where youth serving organizations offer the standards by which such values are formed, the individual youngster is in danger of being exposed to values considered completely antisocial. These values seep into the school life, the club life, the unorganized group life of the youth and begin to influence greater numbers of youth. Such seems to be the case in the mass vandalism in relation to school property.

Third, the entire Nation is bewildered and this is a most unwholesome atmosphere in which to develop children and youth. Children and youth require surefootedness from adults. Children expect adults to be able to meet any eventuality.

Further we frankly admit that there are general circumstances affecting the lives of children and youth in the United States.

Adolescent and preadolescent children of today have grown up in an age when the moral values of the world are being put to a test. Born in a world at war, they have never known either spiritual or political peace. Their parents, revising their own concepts of good and evil have been unable, because of their own insecurity, to transmit to their children meaningful ideas of right and wrong. This condition fosters an infirm foundation in the training children receive.

Economic problems confronting parents have adversely affected children. This frequently has meant that both mother and father must be away from home, thus reducing the opportunity for home training through parental guidance and supervision. Economic pressures are more intense in the family having only one parent as its head. The consequences for the children in the home headed by only one parent are especially threatening to each child within the home.

Schools, second only to the home in responsibility for the training of children and youth, are less effective when attention of school administrators is diverted from needs of the children to deficiencies of budget, staff and structural facilities.

When parents and teachers cannot give children and youth the kind of attention required for individual development, they are left with frustration, dissatisfaction and suffering and as a result we find ourselves faced with the problem with which we are here concerned today.

These problems are not new to American Negro communities. The Negro mother has always had to work to help provide food and shelter for her family. Her economic insecurity has been reflected in the social development of her children. When the Negro mother needed and sought help from community agencies such help was not always available. Some communities prepared to deal with various problems of children did not include all children in their ministrations. It has been the common experience of the Negro mother faced with delinquent behavior in her children to choose between passive acceptance of their delinquencies, or to seek intervention of the police. Since the job of the police is law enforcement rather than treatment of social ills the real problems of the Negro child remained unmet while punitive measures were taken which increased rather than decreased his problem.

Since it was assumed that delinquency in Negro children and youth was a racial rather than a human problem, opportunity to gain experience and skill in preventing delinquency has been lost to the entire community.

We point this out not to emphasize neglect of Negro children and youth but rather to indicate that Negro communities had to learn empirically and not scientifically to confront these serious child welfare problems and were left uncereemoniously with them. Under such circumstances Negro women leaders have made sporadic but frequently successful attempts to encompass the current needs of children in such communities.

In such consideration as this committee will be giving to ways and means of preventing and controlling delinquency in children and youth, it is the view of our council membership that the needs of all children and youth should receive consideration, without regard for their race, creed, color, or location in the United States. Along the same line of thought we make a strong plea that always the emphasis be given to the needs of individual children and youth for their development. All too frequently organized efforts appeal only to the nonaggressive youngster. The aggressive, hostile, distrustful youngster remains on the street and away from the well-directed programs of youth-serving agencies. It has been cited by group and recreation agencies appearing before this committee that all youth-serving agencies are reaching only 1 out of 4 youth, therefore only 25 percent.

Having presented our statement which recognizes the magnitude of the problem before the Subcommittee To Investigate Juvenile Delinquency of the Senate Judiciary, the National Council of Negro Women respectfully submits the following recommendations:

I. Recognizing the reserved powers vested in the Federal Government to promote the general welfare, Federal action is both appropriate and necessary. To this end we recommend:

(a) That grant-in-aid to States for child-welfare services be strengthened and developed so that each of our 3,000 counties may be equipped with a program of protective services for children and youth.

(b) That research in effective methods of prevention and control of delinquency in children and youth be financed and directed under Federal auspices through the appropriate department and its bureaus.

(c) That clinical demonstrations in prevention or control be financed and directed through the appropriate Federal departments and its bureaus, such demonstrations to be launched in selected and contrasting areas. We urge that the District of Columbia be considered as a proper proving ground for such a clinical demonstration and that all segments of the community be given participant responsibilities.

(d) That content for fundamental education projects for youth and adults be developed by the appropriate department to include information and teaching materials for use in popular instructions on prevention and control of delinquency. We believe that fundamental education projects, rich in content, would do much to give parents and teachers the knowledge and the security necessary to cope with the needs of children in their care. Whereas voluntary organizations are conducting programs of adult education, the content of the teaching material for adult development in relation to the use of community resources or the control of delinquency could be considerably enriched.

(e) That a program be developed to implement standards for specialized courts serving children and youth. The State courts have developed unevenly. Pro-

cedures as to detention, petition, social study and hearings vary in reference to children's cases in courts of a given State. More equitable court procedures in each State would do much to control delinquency.

(f) That comparative studies of the administration of State laws pertaining to protection of children and youth be considered and undertaken by the appropriate Federal department with a view toward popular publication of essentials in the administration of legislation. We are quite a capable Nation in promulgating good legislation but we do not achieve effective administration of laws pertaining to our children and youth.

II. Recognizing the sovereignty of States as to their duties and responsibilities in protecting children and youth under the doctrine of *parens patriae*, we feel we cannot recommend too strongly that this committee take steps to encourage each State to establish a State department of children and youth, free and unfettered in its organization and administration to serve the State in fulfilling its legal responsibilities to children and youth. Such a department should exist for the primary purposes of—

(a) Bringing to the attention of the Governor and his cabinet the conditions affecting children and youth who are residents of the State.

(b) Having administrative responsibility for State programs and services for children and youth.

(c) Having consultative and advisory responsibility in relation to the court system where children's cases are heard.

(d) Having popular responsibility for encouraging and stimulating such voluntary efforts as will acquaint the citizenry of conditions affecting children and youth so that voluntary agencies may keep their programs attuned to current needs.

III. Recognizing the effectiveness of a Subcommittee To Investigate Juvenile Delinquency of the Senate Committee on the Judiciary, we recommend that at some time in the future the Senate Committee on the Judiciary consider extending its investigation to guardianship of person and property of children and youth in the United States. We feel that this is a neglected phase in juvenile protection in the States. Many children are without guardianship of any kind. Parents as natural guardians of their children should be given a clearer understanding as to their legal powers and duties in regard to their children and children made aware of being subject to the authority of their parents. Any number of children and youth make major decisions for themselves without the slightest understanding that they are subject to the authority of an adult who should be a party to decisions of major proportions. In the same light children in the United States have little or no appreciation of the authority of the State in matters of their protection. Although the way of life for children and youth is intricately bound by protective State law there is little popular knowledge regarding such protection or its constructive use.

We are of the opinion, Mr. Chairman, that the status of children and youth with respect to natural or legal guardianship is a factor closely related to the problems you are presently exploring.

The CHAIRMAN. And thank your organization for us when you have your next meeting, will you?

The chairman is sorry that you were kept waiting so long before being called. I know what it is to be at the end of the list and the Chair thanks you for your patience in awaiting your turn to be called.

STATEMENT OF HAROLD HAGEN, CHILD WELFARE CONSULTANT, AMERICAN PUBLIC WELFARE ASSOCIATION, CHICAGO, ILL.

Mr. HAGEN. Thank you, Mr. Chairman.

The CHAIRMAN. Now, Mr. Hagen, will you state your full name and address for the record?

Mr. HAGEN. My name is Harold Hagen. The address of the association is 1313 East 60th Street, Chicago, American Public Welfare Association.

I have a prepared statement which is not too awfully long.

The CHAIRMAN. You may treat it as you wish. I will direct that it be made a part of the record in any event.

And, if you would like to summarize you may summarize. If it would help you to follow it completely, why that is your privilege.

Mr. HAGEN. All right, sir.

The American Public Welfare Association is an organization of State and local public welfare departments and of persons employed in this field at all levels of government. These agencies and individuals are charged with the responsibility for administering the various assistance and service programs which have been established under Federal, State, and local government. The programs that are of first concern to the work of your subcommittee, however, are those that are specifically related to the needs of children, such as aid to dependent children and child-welfare services.

The American Public Welfare Association is vitally concerned with the prevention and treatment of juvenile delinquency, and I am therefore pleased to review for your subcommittee some of the ways in which public-welfare programs contribute to the general effort to deal with this social problem.

The program of the American Public Welfare Association: The association gives leadership in the improvement of the public welfare services in a variety of ways. It serves as a clearinghouse for information through publications and conferences. It undertakes special studies and provides consultation services. The association has a number of standing committees which give careful consideration to specific aspects of the public welfare field, and, on occasion, produce statements of principles and policies for approval by the board of directors.

Among these committees is a committee on services to children, which has the responsibility to study current problems involving children; to examine ways in which these problems are being met by public welfare agencies; to analyze the relationship of public child-welfare services to other welfare programs; to work toward the improvement of public services to children; and to prepare appropriate material.

The membership of this committee is nationally representative of the broad range of services in the child-welfare field. At a recent meeting, this committee developed a new statement to transmit to the board of directors, which sets forth and re-emphasizes the responsibility of public welfare agencies in the prevention and treatment of juvenile delinquency.

Public welfare services in the prevention of juvenile delinquency:

Public welfare agencies, through their many points of contact with community life, are acutely aware of many of the situations which carry the seeds of delinquency. While the services they offer have the positive purpose of promoting the well-being of children, they are effective as well in the prevention of such negative consequences as dependency and delinquency.

Public welfare workers have a special interest in the prevention of juvenile delinquency because they see so frequently and strikingly the disasters which result when effective and adequate preventive measures are not available. It is therefore the preventive aspect of public welfare services which I should like to emphasize.

A basic responsibility of public welfare is to provide for children who are deprived of parental care or support. The first objective in providing these services is to enable children to live and grow up normally with their own families.

While the direct cause and effect relationship between specific social factors and juvenile delinquency are not clearly established, there is a close association between the incidence of delinquency, dependency, and broken homes.

Programs such as aid to dependent children, which support and preserve the family homes of children therefore make an important contribution in the prevention of juvenile delinquency. A recent publication of our association entitled, "Future Citizens All," reports on a nationwide study of the aid to dependent children program. This study found that among the ADC children between 7 and 17 years of age, the annual rate of juvenile delinquency was only 9 per thousand. From its own investigations, your subcommittee will know that this is significantly less than the rate for the general population.

Among the responsibilities of public-welfare agencies throughout the country, in addition to the assistance programs, are such services as the care of children in foster-family homes and institutions; the placement of children for adoption; the operation of training schools, diagnostic and treatment centers, and child-guidance clinics; and the provision of a variety of other types of services, such as those to unmarried parents and their children, and to cases referred by courts. Although these services are not all directly focused on juvenile delinquency, they are basic to a total program of prevention and treatment.

Since prevention implies action beforehand, measures to prevent delinquency must deal with children who are not delinquent. Despite the development of predictive techniques, it is not yet possible to know which specific children would become delinquent if preventive measures were not taken.

Moreover, preventive measures are basically designed to safeguard and promote the well-being of children, and they cannot reasonably be reserved only for the benefit of those individuals who threaten to resolve their difficulties by becoming community problems.

Services must, therefore, have a positive approach directed toward the elimination or alleviation of conditions which jeopardize the well-being of children and toward providing greater opportunities for wholesome growth and development.

We have some suggestions for improvements in services. I will just select for reading two of those. The rest are in the record.

The CHAIRMAN. You may be assured, Mr. Hagen, that the committee will carefully study your written statement.

Mr. HAGEN. The one I would like to emphasize is the need for adequate and competent staff in this field.

The CHAIRMAN. Does that cover much of the ground that the judges covered?

Mr. HAGEN. To a great extent. We would like to emphasize here that at the present time the training staffs in these other fields simply don't exist.

It frequently happens that agencies that undertake to develop the very best kind of programs that can be envisioned still are not able to do it, because even if you offer good salaries and good incen-

tives and working conditions, you still in too many instances don't find the staff.

It needs a public understanding and interest in creating career situations that are attractive to large numbers of people so that there are incentives for entering the field. I think that is basically one of the important aspects of that problem.

There is one passage here I think I would like to read because it has been touched upon by others.

We have learned much about the nature of juvenile delinquency and how to prevent and treat it. We have, in fact, more information than we are using. But there is also much more that we need to know. We need more scientific information about the social, psychological, and physical aspects of delinquency and the techniques for the professional application of this knowledge.

And we need to know more about the ways in which to organize and administer programs, for making our services more effective in the communities throughout the country. We have confidence that much of this information can be gained through research, and we believe that this is one important function that the Federal Government can appropriately and effectively perform.

The important contribution the Department of Health, Education, and Welfare, is now making through its existing framework for this cooperative research, we believe, could be made more effective through increased support.

We are glad that this Department, through its Children's Bureau, is now giving increased attention to this problem. We are hopeful that it will be enabled to continue, and extend its activities not only in research but also in program development and in its information and consultation services.

The field of public welfare, in summary, is concerned with this problem on a very broad basis and, as indicated, we feel that many of these positive measures that work toward the preservation of family life, keeping families together, as well as the social casework treatment of individual situations, is a basic part of the total program in the prevention of juvenile delinquency; and in this respect I think that these factors are basic and fundamental.

We, at the same time, are well aware that they are not very adequately being formed in too many places.

Now, if we don't get around to take care of the great number of cases that we know exist, especially from the point of view—

The CHAIRMAN. Because of a shortage of manpower; is that right?

Mr. HAGEN. Primarily that is it.

And we believe that the recognition being focused on this problem through the work of your committee is one way that we could stimulate the public awareness of the need which ultimately will result in the support for the kinds of programs that are necessary.

The CHAIRMAN. Have you anything else to offer?

Mr. HAGEN. You have the statement on file. I believe that is sufficient.

The CHAIRMAN. Thank you very much for your statement.

(The statement is as follows:)

TESTIMONY BEFORE THE SENATE SUBCOMMITTEE TO INVESTIGATE JUVENILE DELINQUENCY, BY HAROLD HAGEN, CHILD WELFARE CONSULTANT, AMERICAN PUBLIC WELFARE ASSOCIATION, APRIL 9, 1954

INTRODUCTION

My name is Harold Hagen. My position is child welfare consultant with the American Public Welfare Association, which is an organization of State and local public welfare departments and of persons employed in this field at all levels of government. These agencies and individuals are charged with the responsibility for administering the various assistance and service programs which have been established under Federal, State, and local government. The programs that are of first concern to the work of your subcommittee, however, are those that are specifically related to the needs of children, such as aid to dependent children and child welfare services.

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PUBLIC WELFARE SERVICES IN THE PREVENTION OF JUVENILE DELINQUENCY

Public welfare agencies, through their many points of contact with community life, are acutely aware of many of the situations which carry the seeds of delinquency. While the services they offer have the positive purpose of promoting the well-being of children, they are effective as well in the prevention of such negative consequences as dependency and delinquency. Public welfare workers have a special interest in the prevention of juvenile delinquency because they see so frequently and strikingly the disasters which result when effective and adequate preventive measures are not available. It is therefore the preventive aspect of public welfare services which I should like to emphasize.

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Since prevention implies action beforehand, measures to prevent delinquency must deal with children who are not delinquent. Despite the development of predictive techniques, it is not yet possible to know which specific children would become delinquent if preventive measures were not taken. Moreover, preventive measures are basically designed to safeguard and promote the well-being of children, and they cannot reasonably be reserved only for the benefit of those individuals who threaten to resolve their difficulties by becoming community problems. Services must therefore have a positive approach directed toward the elimination or alleviation of conditions which jeopardize the well-being of children and toward providing greater opportunities for wholesome growth and development.

NEEDED IMPROVEMENTS IN SERVICES

While the services which have been discussed are well established and extensive in their coverage, our present concern with the problem of juvenile delinquency is evidence that these services must be further strengthened and developed. Some of the needed improvements would include:

1. Adequate and competent staff.
2. Agreement on methods and objectives.
3. Elimination of gaps in services.
4. Information and leadership.

1. *Adequate and competent staff.*—Services which are to deal effectively with the complexities of human problems must be given with skill and understanding by persons who have a professional level of training and experience. One of the primary obstacles to the development of adequate social services is the shortage of people who have these qualifications. Even agencies which set out to provide the best possible services are often unable to find the necessary staff, even though they offer good salaries and other incentives. This is a long-range problem which can be solved only through widespread public recognition of the value and necessity of providing adequate services, which would be a step toward increasing the attractiveness of social service as a professional career. This is a matter of great importance, since effective and economical services can only be carried out through adequate and competent staff.

2. *Agreement on methods and objectives.*—Another difficulty in the development of services in juvenile delinquency is the lack of agreement on methods and objectives. The programs that are now being maintained to prevent and treat juvenile delinquency represent very substantial investments of money and effort. But wide divergencies of opinion exist as to how the job should be done. Greater advances could be made if the existing services could come to agreement on what it is they are trying to do, and if there could be better coordination among them.

3. *Elimination of gaps in services.*—There are also many gaps in the services that are available. Some communities, for example, may have good court services with well-qualified probation and other auxiliary services, while the services which deal with the early symptoms of behavior problems, which ultimately result in delinquency, may be wholly inadequate.

4. *Information and leadership.*—We have learned much about the nature of juvenile delinquency and how to prevent and treat it. We have, in fact, more information than we are using. But there is also much more that we need to know. We need more scientific information about the social, psychological, and physical aspects of delinquency and the techniques for the professional application of this knowledge. And we need to know more about the ways in which to organize and administer programs for making our services more effective in the communities throughout the country. We have confidence that much of this information can be gained through research, and we believe that this is one important function that the Federal Government can appropriately and effectively perform. The important contribution the Department of Health, Education, and Welfare is now making through its existing framework for this cooperative research, we believe, could be made more effective through increased support.

We are glad that this Department, through its Children's Bureau, is now giving increased attention to this problem. We are hopeful that it will be enabled to continue and extend its activities not only in research but also in program development and in its information and consultation services.

OBJECTIVES

The responsibility for providing services in the prevention and treatment of juvenile delinquency rests primarily with the States and communities. This is a complex problem which calls for the coordinated efforts of a wide range of agencies and organizations at all levels. It is a problem which concerns schools, churches, courts, police, welfare agencies (both public and voluntary), and many other groups. Actually it is a responsibility which must be of concern to every individual citizen. Solutions can be found to this complex problem only in the coordination and utilization of the resources of every State and community. The objective must be to support and strengthen wholesome family and community life for children and to provide the best possible substitute when a child must be cared for away from his parents.

This principle was set forth as follows in a policy statement of the American Public Welfare Association, *Essentials of Public Welfare*, which was approved by the board of directors in 1952: "Democracy has a special obligation to assure to the children who will become its future adult citizens the basic necessities for healthy growth and development. In addition to the opportunity to grow up in a home or group which can meet his physical, emotional, and spiritual needs, each child should be assured: healthful housing and environmental conditions, educational opportunity, medical care, facilities for recreation and cultural development, and acceptance on his merit in the community in which he lives."

This is not a simple task, and its difficulty must not be minimized. Indeed, the problem may at times seem to be of such proportions as to suggest discouragement. But the fact is that we are not given a choice as to whether or not we shall pay the price for delinquency. We do have some choice, however, as to how we will pay. We can pay through the cost in sorrow, in wasted lives, and through hazards to community tranquillity and material property. We can pay by building more training schools and prisons. Or we can pay to prevent delinquency by creating and maintaining conditions that are conducive to wholesome and constructive childhood experience.

Conclusion

Thet American Public Welfare Association is hopeful that through the work of your subcommittee the Nation will be made more conscious of the nature and extent of the problem of juvenile delinquency, with the result that appropriate and soundly conceived measures for maximum prevention and effective treatment will be devised. Services of this kind are ultimately the wisest economy in the management of our material and human resources.

The CHAIRMAN. If there are no further witnesses, the committee will stand in recess until the 14th of this month in courtroom 1, United States Courtroom, Philadelphia.

(Thereupon, the committee recessed at 6:15 p. m., to reconvene April 14, 1954.)

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